

# A Heritage for the Future: Maine's Statewide Historic Preservation Plan



Fourth Edition

Maine Historic Preservation Commission  
2011

**Front cover photos, clockwise from top left:**

Washburn Memorial Library, Livermore, 1883, Alexander C. Currier, Architect.

Three meter deep Commission excavation, site 38.53, October 2000, in the bank of the Kennebec River, Augusta.

John Weston House, Fryeburg, 1870-73, Francis H. Fassett, Architect; Barn, by 1880.

Maine Supply and Garage Company Building, Lewiston, 1910-11, Miller and Mayo, Architects.

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# **A HERITAGE FOR THE FUTURE:**

## **Maine's Statewide Historic Preservation Plan**

### **INTRODUCTION**

The statewide historic preservation plan establishes priorities to guide decision-making by all entities involved in the preservation of Maine's cultural resources. It is developed in accordance with guidelines issued by the National Park Service to address identified needs in the State of Maine. The plan presents information about the state's cultural resources, profiles many of the organizations and agencies that are involved in historic preservation in Maine, and explains the mission and activities of the Maine Historic Preservation Commission (MHPC), which serves as the State Historic Preservation Office..

Historic preservation in Maine is the responsibility of many private individuals and various types of organizations and government agencies. In developing this comprehensive plan, the MHPC has solicited input from these constituents in addition to members of the general public who may not have previously demonstrated an interest in historic preservation.

The MHPC sought public participation in the development of the Plan through an online survey using SurveyMonkey. Notification of the planning process and a link to the survey was widely circulated through distribution lists maintained by preservation partners Maine Preservation and the Maine Downtown Center. Legal notices were also published in the state's five largest newspapers advising readers of the survey.

The responses from the public that were made in the survey identified many of the significant challenges that confront historic preservation in Maine including:

- the lack of adequate funding and other incentives;
- the need for expanded education efforts aimed at all levels of the population and in both private and public sectors;
- the abandonment of historic properties; and
- the lack of sufficient measures to protect historic properties at the local level.

This planning document is intended for general public distribution. Comments and suggestions are encouraged. A procedure and schedule for plan revision is included in the "Updating the Plan" section (Chapter 3, Section F) of the document.

## CHAPTER 1: CONTEXT FOR PRESERVATION

### Geography

Maine is the largest of the New England states, comprising over 33,000 square miles of land, lakes, and rivers. With 89 percent (or 27,000 square miles) of the state forested or in sustainable silviculture, Maine has the distinction of being the most heavily wooded state in the country. It is also the least densely populated state east of the Mississippi with fewer than 42.7 inhabitants per square mile (Table 13, *Statistical Abstract*). The western part of the state is bounded by the Appalachian mountain chain, the northern frontier by the St. John River, and the southern edge by the Piscataqua River. Perhaps the most prominent geographic features of Maine are its rivers and 3,500 mile coastline off of which lie over 3,000 islands. The sea and the rivers were essential to the early exploration, settlement, and economic development of the state.

The western edge of Maine borders New Hampshire, whereas it is bounded to the north and east by the Canadian provinces of Quebec and New Brunswick, respectively. In the south along the coast the land is gently rolling and dotted with a number of small resort towns. As one moves inland north and west, the size of the hills increases while the character of the communities becomes markedly more rural. Most of the land in the southwestern and central part of the state is unproductive agriculturally, and as a result little of it is cultivated. The Appalachian Mountains cut across Maine on a diagonal line from Fryeburg north to the Quebec border and continue northwest through Aroostook County. The mountains in Maine are the result of the land being uplifted and tilted toward the southeast during the tertiary period 70 million years ago. There are numerous lakes, rivers and streams in this region, much of which is owned and logged by private companies. The highest point in Maine is Mount Katahdin (5,267 feet) located in Baxter State Park. The most productive farmland in the state lies in northern and eastern Aroostook County.

On the St. Croix River in Washington County is the port town of Calais and the most northerly location of the downeast coastal region which extends westward through Washington and Hancock Counties to Penobscot Bay. Wide bays and broad peninsulas form this rugged coastal zone. Unlike coastal areas to the south, the downeast region has seen little development and exists in relative isolation from the extensive tourist traffic farther down the coast. The importance of coastal port towns such as Eastport, Machias, and Milbridge decreased with the development of the railway system and continued to wane with the advent of the automobile. It is this part of Maine that produces blueberries and most of the Atlantic salmon fishing in the United States.

Frenchman's Bay contains Mount Desert, Maine's largest island on which is located Acadia National Park. The mid-coast area extending from Penobscot Bay to Casco Bay is characterized by its long narrow inlets and its many islands. A number of major rivers including the Penobscot and Kennebec flow into the sea in this region. While significant development for the seasonal tourist market has taken place on the islands and coastal areas of the mid-coast region, there are many areas that still remain

relatively untouched. Towns such as Camden, Boothbay, and Freeport have experienced significant development in the last three decades.

One of the few coastal communities to still engage in shipbuilding is Bath, where the Bath Iron Works currently employs several thousand people. Portland, Maine's largest city, is located on the coast at Casco Bay in the southern part of the state. Historically, Portland has been the commercial, educational, and cultural center of the state. A number of the islands in Casco Bay have year-round inhabitants and are linked to Portland by ferry service.

Inland and sixty miles north of Portland is the City of Augusta, which has been the site of the state capital since 1827. Located along the Androscoggin River, the cities of Lewiston and Auburn today comprise Maine's second largest metropolitan area. From the mid-19<sup>th</sup> century until World War II, Lewiston-Auburn was an important center of textile and shoe manufacturing in New England. The City of Bangor is located on the Penobscot River fifteen miles inland from Penobscot Bay. Bangor is the gateway to northern Maine and functioned as the center of the logging industry in the state for much of the 19<sup>th</sup> and early 20<sup>th</sup> centuries. The state contains 494 organized towns and 22 cities, although over 44 percent of the land area of Maine is not divided into townships but is organized into sparsely populated plantations.

## **Demographics**

The 2010 U.S. Census recorded, 1,328,361 persons in Maine. The US Department of Agriculture's July 22, 2011 State Fact Sheets: Maine classifies 42% of the population as rural and 52% as urban. Geographically, the state's population is unevenly distributed. For example, according to 2006 figures, the population density of Cumberland County was 328.7 persons per square mile, while that of Piscataquis County was 4.4 persons per square mile. Since about 1850, the population growth has been slow with two periods posting a net population loss. On the eve of the American Revolution, the population of Maine was 56,000. By 1800, the population had nearly tripled to 150,000 and doubled again to 300,000 in 1820 when the state entered the Union. The population of Maine continued to expand rapidly until about 1850. Between 1850 and 1970 the average population growth for the state over a ten-year period was only 4.3 percent compared with 12.9% for all of New England. In the 1970-1990 period, however, the state experienced a relative population boom with the number of people living in the state increasing by almost 23%. The average population growth rate in the northeastern United States for the same period was just over 11 percent. The state's population increased by 3.3% in the period from 2000-08, but the rate of increase declined from the rate of 3.8% from 1990-2000 and 9.2% from 1980-1990.

According to the State and Metropolitan Area Data Book: 2010 96.4 percent of Mainers are White alone, 1.0 percent are Black or African American alone, 1.3 percent are Hispanic or of Latino origin, 0.9 percent are Asian alone, and 0.6 are American Indian. The native inhabitants of Maine, principally of the Penobscot and Passamaquoddy tribes, are now found concentrated in Central Penobscot and Eastern Washington

Counties respectively. Native peoples are thought to have inhabited the lands of Maine beginning with the end of the last ice age (10,000 years ago). This early era of human occupation is referred to as the Paleoindian period.

While it is conceivable that the Norse explored the Maine coast during the 11<sup>th</sup> century, the earliest documented European visits to Maine waters did not occur until John Cabot's exploration of 1497. Although the French attempted to colonize Maine in the 17<sup>th</sup> century, it was England that began the widespread settlement of the territory between Casco Bay and the Piscataqua River. During the 1740s there was settlement by Protestant Germans in the mid-coast region. After the American Revolution, a great many settlers came to Maine from Massachusetts seeking land, and in the first decades of the 19<sup>th</sup> century there was an influx of Irish immigrants. During the 1870s, a wave of Swedish settlement took place in Aroostook County, which was followed by significant immigration to the state from northern and Eastern Europe and the Mediterranean region.

Of the many ethnic groups that settled Maine, the Franco-Americans represent the largest single cultural minority in the state. The Franco-Americans of Maine are in large part the descendants of French Canadians and Acadians who emigrated to the state. This emigration occurred in four phases over the course of nearly two centuries. The first of these phases took place in the 1780s when Acadians who had been expelled from Nova Scotia by the British came to settle in the St. John Valley at the northern most part of the state. The second phase occurred during the 1820s and 30s when formerly seasonal French workers settled in the Kennebec and Penobscot River Valleys. A significant influx of settlement took place in the third phase during the mid-to-late 19<sup>th</sup> century when workers from Quebec moved to Maine to seek employment in the textile manufacturing centers of Lewiston-Auburn, Brunswick, and Saco-Biddeford. The fourth phase of immigration is acknowledged to have taken place during the first decades of the 20<sup>th</sup> century when French workers, many of whom already lived in the state, settled in the pulp and paper towns of Rumford, Bucksport, and Millinocket.

### **Economy and Transportation**

In 1890, approximately 6.5 million acres of land were under cultivation in Maine, accounting for a major sector of the economy. The U.S. Census reported that in 2009 there were 1 million farmland acres in Maine. Blueberries and potatoes are the only Maine crops of national importance. Although the fishing industry has contracted as the major fish species have declined in the Gulf of Maine, as a percentage of population, employment in the fishing industry is approximately 14 times greater than the national norm ([http://www.st.nmfs.noaa.gov/st5/publication/fisheries\\_economics\\_2009.html](http://www.st.nmfs.noaa.gov/st5/publication/fisheries_economics_2009.html)).

In the past, manufacturing and natural resource exploitation comprised the largest sectors of Maine's economy. Since the early 20<sup>th</sup> century, manufacturing (and to a lesser extent harvesting of natural resources) has experienced a steady decline, while non-manufacturing sectors of the economy such as trade, construction, and finance have continued to expand. From an employment standpoint, natural resource based industries continue to employ a significant percentage of Maine's workforce. However, a study

prepared in 2004 by the State Planning Office entitled “Maine’s Biggest Industries: Structural Overview of the Maine Economy” concluded that tourism is Maine’s largest industry. A study undertaken by the Maine Office of Tourism found that “visiting small towns” and “touring historic sites” were the third and fourth most prevalent activities engaged in by visitors to the state.

Historically, Maine’s commercial centers grew up along transportation corridors with corresponding residential areas built up around them. The emergence of “trolley-car suburbs” in the early 20<sup>th</sup> century initiated a pattern of ex-urban growth that increased rapidly in the post-World War II decades, and included the development of commercial, industrial and office parks in outlying areas away from historic village centers. This has resulted in extensive suburbanization of the towns around Portland, and to a lesser extent in the communities adjacent to Bangor and Lewiston-Auburn. Although this pattern of development continues to threaten the viability of many downtowns in Maine, there are encouraging signs that the trend is being reversed. Portland led the way in this effort beginning in the 1980s, and now boasts a thriving, diverse urban center comprising in large part its two primary historic commercial areas. More recently, Bangor and a number of smaller cities and towns have followed Portland’s lead.

The state’s transportation system consists of a network of highways, railways, and air and sea routes. Major highways and bridges connect all populated areas of the state. Interstate 95 is the major north-south route for vehicular traffic, running almost 300 miles from Kittery in the south through Portland, Augusta, Bangor, and Houlton before terminating at the border with New Brunswick. US Route 1 parallels I-95 until Brunswick, where it continues east along the coast through Camden, Ellsworth, and Machias to Calais. At Calais, Route 1 turns north and runs through Houlton, Presque Isle, and Caribou, finally terminating at Fort Kent in the St. John Valley after 527 miles. Route 2 is the major east-west highway linking Bangor with New Hampshire west of the town of Rumford. In total, there are nearly 18,000 miles of paved road in Maine crossing over 4700 bridges, of which 43 percent are at least forty years old.

There are presently over 1,100 miles of active freight railway in the state connecting Maine with New Hampshire, Quebec, and New Brunswick (<http://www.aar.org/KeyIssues/Railroads-States.aspx>, accessed 9/13/2011). At its peak in 1924, Maine’s railway system comprised over 2,300 miles of standard and narrow gauge track. The major lines for domestic trade in the state at present are the St. Lawrence & Atlantic Railroad, the Guilford Rail System, and the Montreal, Maine & Atlantic Railroad. After a decades long hiatus, regularly scheduled passenger train service between Boston and Portland was reestablished by AMTRAK on December 15, 2001. A number of commercial bus lines currently serve the state. Portland and Bangor both have International Airports, while thirty-five smaller communities throughout the state are served by regional airports.

Historically, Maine has been known for its many deep, well protected ports. Until the 20<sup>th</sup> century, these ports were key to the state’s industrial and economic development. The ports of Rockland, Belfast, Bangor, and Eastport were once thriving shipping and



trading centers. While Portland's harbor remains viable, the volume and types of cargo have changed. In general, most of the present activity is associated with the oil terminal in South Portland where crude oil is pumped through a pipeline to Montreal, Quebec.

### **Education**

Maine has a number of post-secondary educational institutions, both public and private, with a total enrollment of more than 67,000 persons. The University of Maine system has an enrollment of more than 32,000 students at its seven campuses. The Maine Community College System also operates seven campuses, each serving a specific geographic region of Maine and an enrollment of about 18,000 persons. Among the private colleges in Maine, a number are located on historically significant campuses. Bowdoin, Colby, and Bates Colleges consistently rank among the top 25 liberal arts colleges in the nation. Elementary and secondary education is carried out by local school districts. Approximately 93 percent of elementary and secondary school students are enrolled in the public system.

## **CHAPTER 2: PARTNERS IN PRESERVATION**

There are currently more than 260 member organizations of Maine Archives & Museums, and many of these organizations are effective local advocates for historic preservation. The number of organizations and people in the state involved with preservation at the grassroots level is significant. This constituency continues to be the foundation of historic preservation in Maine. Several of the state's larger preservation organizations have the benefit of professional staffs and sophisticated programming. Chief among these are the Maine Historic Preservation Commission, Maine's Tribal Historic Preservation Offices, Maine Preservation, and Greater Portland Landmarks (the following profiles of are from the respective websites).

### **Maine Historic Preservation Commission**

Established through a legislative act in 1971, the Maine Historic Preservation Commission (MHPC) is the state agency that functions as the State Historic Preservation Office in Maine. The MHPC nominates properties to the National Register of Historic Places; reviews and comments on the effect of federal undertakings on historic properties; assists owners of income producing properties to obtain federal and state rehabilitation tax credits; oversees the identification and evaluation of archaeological sites as well as historic buildings, objects and districts; and promotes historic preservation through planning and public education.

The MHPC consists of eleven members made up as follows: The Commissioner of Transportation or a representative of the Department of Transportation, and the Commissioner of Conservation or a representative of the Department of Conservation, to serve ex officio; and 9 representatives from among the citizens of the State who are known for their competence, experience and interest in historic preservation, including at least one prehistoric archaeologist, one historic archaeologist, one historian, one architectural historian and one architect, to be appointed by the Governor. The MHPC meets on a quarterly basis to review and approve nominations of historic properties to the National Register of Historic Places, the agency's annual operating budget, and to make grant awards for historic preservation projects.

The MHPC is one of the seven member agencies and organizations of the Maine Cultural Affairs Council (CAC), which was established by the Legislature in 1991. The CAC is comprised of the Maine Historic Preservation Commission, the Maine State Library, the Maine Arts Commission, the Maine State Museum, the Maine State Archives, the Maine Historical Society, and the Maine Humanities Council. It is charged with coordinating budget requests, providing a forum for interagency planning, and acting as a liaison for interactions with other state agencies.

### **Maine's Tribal Historic Preservation Offices**

Revisions to the National Historic Preservation Act of 1966 formalized a role for Native American tribes regarding archaeology and historic preservation. There are three tribes with Tribal Historic Preservation Offices (THPO) in Maine: the two

Passamaquoddy tribes (with one joint THPO), and the Penobscot Nation. Further discussion about the THPOs may be found in Chapter 3, section H.

### **Maine Preservation**

Founded in 1972, Maine Preservation is a 501(c)(3) nonprofit member-based statewide historic preservation organization. The organization is also a Statewide Partner of the National Trust for Historic Preservation. The mission of Maine Preservation is to promote the preservation, protection and vitality of Maine's historic places and to encourage quality design that contributes to the livability of its communities. Over 1,000 individuals, families, businesses and organizations are members of Maine Preservation, and it has a growing statewide constituency representing over 3,750 preservationists, historical societies, libraries, groups, agencies and elected officials. The organization's programs and activities include:

- Providing field service preservation assistance and matching seed grants to help communities preserve endangered or deteriorated historic properties;
- Acquiring historic properties and reselling to new owners who agree to rehabilitate and maintain them through its Revolving Fund;
- Protecting significant historic properties with preservation easements;
- Advocating for public policy to protect historic resources and prioritize historic preservation incentives and funding;
- Educating public officials, community volunteers, developers, downtown managers and historic homeowners on the benefits and techniques of historic preservation;
- Sponsoring conferences, workshops and events;
- Connecting people with professional resources and technical assistance; and
- Publishing Maine Preservation magazine.

### **Greater Portland Landmarks**

Greater Portland Landmarks (GPL) promotes preservation and revitalization of historic buildings, neighborhoods, and landscapes and encourages high-quality new architecture to enhance the livability and economic vitality of Portland and surrounding communities. GPL was founded in 1964 in response to the Urban Renewal movement and the demolition of Portland's historic Union Station (1888). GPL works to increase the public's connection to greater Portland's remarkable historic built environment by providing leadership, advocacy, educational publications, programs and resources, and by acting as steward of the Portland Observatory (1807) for future generations.

### **Sagadahoc Preservation Inc. (Bath)**

Sagadahoc Preservation Inc. is a nonprofit corporation dedicated to the preservation of buildings possessing architectural or historic merit. SPI's present and future mission is to preserve and maintain the Bath area's fine architectural heritage through the creation of a historic district commission, the promotion of stewardship, and the use of protective covenants. One of SPI's goals is to continue educational programs on architectural heritage in Bath's schools and to provide an architectural awareness to all.

SPI was founded in 1971, first, to save the Winter Street Church, long overlooking Bath's City Park, from scheduled demolition and, second, to support the preservation of Bath's distinctive architectural legacy increasingly threatened by loss. Since its formation SPI has been instrumental in preserving the "Chocolate Church", a fine Gothic Revival structure now housing the Center for the Arts, and has been a major player in the 19th century restoration of the downtown business district. SPI has completed an architectural survey of all buildings built in Bath before 1920. Two federally designated National Register Historic Districts as well as a city historic district exists in Bath due directly to the efforts of SPI.

### **The Row House, Inc. (Hallowell)**

The Row House, Inc. is a non-profit educational organization devoted to historic preservation. It was organized in July, 1969.

### **Certified Local Governments in Maine**

The Certified Local Government Program (CLG) was created in 1980 by an amendment to the *National Historic Preservation Act*. The program is designed to promote preservation planning and cultural resource protection efforts at the local level that are consistent with state and Federal standards and guidelines. A fundamental requirement for participation is the adoption of a historic preservation ordinance that, in accordance with the program's guidelines, creates a local historic preservation commission and implements a formal review process. A local government becomes certified when it meets state and Federal program requirements, formally applies to the Commission for participation, signs a Certification Agreement, and is approved by the Commission and the National Park Service.

Certified Local Governments are eligible to apply to the Commission for annual grant funds that are specifically dedicated to the program. Grant applications are reviewed by the Commission and awarded on a competitive basis. Projects that are eligible for funding include, but are not limited to, architectural and archaeological surveys, preparation of National Register nominations, public education programs, preservation, rehabilitation and restoration projects, activities related to comprehensive planning, and the development of community specific design review manuals.

Additionally, the Commission has initiated, sponsored, and presented, along with host CLGs, Maine Preservation, and the National Alliance of Preservation Commissions, annual training workshops for CLGs, historic preservation commission members, planners, elected officials, and other preservationists. Annual workshops continue to be developed based upon the needs of the CLG program and local commission members. The Commission also provides assistance to individual CLGs on relevant topics and issues as requested.

There are currently ten CLGs in Maine: Bangor (12/02/85), York (01/07/86), Topsham (06/22/88), Kennebunk (02/09/90), Hampden (08/28/90), Lewiston (02/04/91), Saco (10/23/91), Castine (11/24/94), Portland (01/10/05) and Gardiner (05/25/10). In addition to the CLGs, the Commission is aware of several other municipalities with

historic preservation ordinances, historic preservation commissions or local ordinances with provisions for historic preservation.

### **Other non-profit historic preservation organizations in Maine**

Several organizations, including the Old York Historical Society, Norlands, and Historic New England (formerly the Society for the Preservation of New England Antiquities [SPNEA]) own historic properties in the state and are directly involved in their management, maintenance, and interpretation. The National Trust for Historic Preservation (a non-profit membership organization chartered by Congress) is active in Maine providing advisory and technical assistance, engaging in special projects, and administering preservation grant programs.

### **Maine Downtown Center**

The Maine Historic Preservation Commission and Maine Preservation are represented on the Advisory Council to the Maine Downtown Center, a program of the Maine Development Foundation. Established in 1999, the Maine Downtown Center serves as the state coordinator for the National Trust for Historic Preservation's Main Street program. This program is based on the concept that making downtowns more attractive and more competitive, especially through preservation and rehabilitation of downtown buildings, is an effective economic development approach and an antidote to sprawl, and uses proven Main Street methods to again make downtowns culturally, socially and economically viable. Recognizing the economic and social benefits, many Maine towns are currently working to revitalize their downtowns. Many have asked for help.

The Maine Downtown Center serves towns by acting as a downtown resource hub, it offers training and workshops, and it convenes an annual statewide conference. At this time, nine towns (Bath, Belfast, Biddeford, Gardiner, Rockland, Saco, Sanford, Skowhegan, and Waterville) are designated Main Street Maine (MSM) communities. These towns have demonstrated a willingness and ability to improve their downtowns by raising local funds to hire a downtown manager, and adopting the National Main Street Center's Four-Point-Approach to downtown revitalization. The Downtown Center assists these towns on design issues, organizational development, downtown promotion, and economic restructuring.

In 2009, the Maine Downtown Center launched the Maine Downtown Network (MDN), a sister-program to Main Street Maine using the same Four Points but at a lighter, less rigorous pace. The MDN is ideal for communities in the early stages of downtown revitalization as well as for those communities working toward achieving "Main Street" designation. MDN communities are not authorized to use the Main Street trademarked name, nor are they required to have paid staff. There are currently seventeen MDN communities: Augusta, Bar Harbor, Bucksport, Brunswick, Damariscotta, Dover-Foxcroft, Eastport, Farmington, Houlton, Lisbon, Machias, Madawaska, Millinocket, Norway, Presque Isle, Stonington, and Van Buren.

### **Preserve America Community Program**

MHPC provides guidance to Maine's communities for the federal Preserve America Community Program, which recognizes and designates communities that protect and celebrate their cultural, natural, and historic heritage. Permanent federal authorizing legislation for this program was passed in March 2009. There are currently twelve communities designated in Maine: Bath, Biddeford, Camden, Dover-Foxcroft, Farmington, Gardiner, Lewiston, Portland, Rockland, Saco, Sanford and Skowhegan. Regarding the National Park Service's Preserve America Grant Program, which began in 2006 to support preservation efforts through heritage tourism, education and historic preservation planning, Bath, Gardiner, Portland and Saco have received this federal funding for various projects. For example, the City of Bath was awarded a federal FY10 matching grant for its Historical Markers Project, which will create a series of interpretative signs around the city and a walking tour brochure that notes the location of historic sites and interprets the city's history.

### **The Maine Community Foundation**

Established in 1983, the Maine Community Foundation (MCF) assists individuals, families, businesses and organizations in the management of charitable funds. MCF grants cover the full range of nonprofit undertakings, with a special focus in the areas of education, the environment, arts and humanities, and social and community services. The foundation has established two historic preservation programs:

- The Belvedere Historic Preservation Grant Program, which supports the preservation or restoration of historic buildings in rural Maine communities; and
- The Maine Steeples Project, which funds the preservation of church steeples of historic, cultural, and community significance.

The Belvedere Historic Preservation Grant Program operates in partnership with the Maine Cultural Affairs Council's New Century Community Program, of which the Commission is a member. The Commission assists the MCF in administering grant funded projects, and holds term preservation easements on the properties.

### **Community Preservation Advisory Committee**

The Community Preservation Advisory Committee (CPAC) was established by the Legislature in 2002 and is charged with advising the Governor, the Legislature, state agencies, and other entities on matters relating to community preservation in its broadest sense. Committee members include six legislators, five representatives of key interests, the Director of the State Planning Office and the Director of the Maine Historic Preservation Commission, or their designees.

### **U.S.D.A. Rural Development**

Several Federal and state agencies offer financial assistance to communities and individuals for construction projects that involve historic buildings. The U.S. Department of Agriculture's Rural Development (USDA RD) agency has three program areas (the utilities programs, business-cooperative programs, and housing and community facilities) that work closely with other federal, state, and local groups to enhance the quality of life

in rural Maine. Historic rehabilitation construction projects, including but not limited to, train stations, churches, mill buildings, and private homes, have been able to rely on the USDA RD to fund significant portions of project budgets. The Commission has recently renewed the five year state level programmatic agreement (PA) for federal regulatory project reviews with the USDA's Natural Resource Conservation Service (USDA NRCS). This PA allows for streamlining of agricultural related Section 106 reviews for federally funded projects, which may have the potential to impact historic farmsteads (houses, barns, outbuildings etc.)

### **U.S. Department of Housing and Urban Development**

Likewise, the U.S. Department of Housing and Urban Development (HUD) passes considerable funding through the Maine Department of Economic and Community Development's Office of Community Development and Maine's HUD entitlement communities in the form of Community Development Block Grants (CDBG). This HUD program, in particular, has helped to preserve numerous National Register listed and eligible historic resources, including but not limited to, town halls and meeting houses, granges, schoolhouses, fire stations, libraries, churches, theaters, opera houses, community recreation centers, and private homes.

### **Maine Department of Transportation**

The Maine Department of Transportation (MDOT), the U.S. Federal Highway Administration and the U.S. Federal Transit Administration have been steadily working on preserving historic resources in Maine by avoiding, minimizing or mitigating adverse effects that proposed undertakings may have on historic properties. In 2004, the Commission signed a statewide programmatic agreement with those three agencies and the Advisory Council on Historic Preservation in order to assist in streamlining the Section 106 regulatory review process due to MDOT's considerable workload. Recently, the MDOT has generously developed and underwritten the Commission's new on-line Cultural Architectural Resource Management Archive (CARMA) direct data entry system. Eventually, CARMA will be fully accessible to the public for researching surveyed properties and identifying properties which have been evaluated for listing in the National Register of Historic Places.

### **U.S. FEMA**

The U.S. Federal Emergency Management Agency (FEMA) funding has assisted with building restoration work and shoreline stabilization at state historic sites, such as Admiral Peary's Eagle Island and Fort Kent State Historic Site.

### **National Alliance for Preservation Commissions**

Another important national non-profit group, the National Alliance for Preservation Commission (NAPC), "is the only organization devoted solely to representing the nation's preservation design review commissions. NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. The Alliance also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts." (profile courtesy of the NAPC website). The

Commission has invited the NAPC to sponsor their informative Commission Assistance and Mentoring Program (CAMP) training workshop for Maine's CLGs and local historic preservation commissions.

### **Archaeological Organizations**

MHPC has worked closely with the Maine Archaeological Society (MAS) on prehistoric and historic archaeological survey and public education projects for over two decades. See the Archaeology section in Chapter III for more information about this organization and MHPC's relation to it.

Maine State Museum and several campuses of the University of Maine (University of Southern Maine, the main campus in Orono, and Presque Isle) run archaeological survey projects, most often with student labor. Archaeological survey results from these efforts are reported and integrated into the overall Commission database on an irregular basis.

The Maine Bureau of Parks and Lands does archaeological survey on its historic properties on an occasional basis, often in close co-operation with the Commission staff. This work, and Commission data on known archaeological sites on Parks and Lands properties, is routinely integrated into Parks and Lands management documents.

### **The Land for Maine's Future Program**

The Maine State Planning Office administers this program, which was established to help secure the future economic and social well being of the citizens of Maine by maintaining the quality and availability of productive lands and natural areas including recreation, working farms and forests, hunting, fishing, conservation, wildlife habitat, vital ecological functions, and scenic beauty. In 2007 the legislature authorized the LMF Board to consider the protection of "significant, undeveloped archaeological sites".

Working in partnership with the Maine Historic Preservation Commission, The Archaeological Conservancy and the Friends of Merrymeeting Bay, **The Dresden Falls Archaic Site** is the first significant undeveloped archaeological site to be protected with LMF support (March 2011). This was a seasonal fishing village occupied by various Native American cultural groups between 9,000 and 4,500 years ago. Located at a falls or rapids in the Kennebec River when relative sea level was 30 or more feet lower than it is today and Merrymeeting Bay was a smaller fresh water marsh, the people who lived here fished for striped bass and sturgeon. The site preserves refuse pits, fire hearths and other features with burned animal bone and charcoal providing a picture of the local environment of the time. At about 14 acres, it is the largest known archaeological site of this time period in Maine with much potential to help archaeologists understand life in central and southern Maine in the millennia after the ice age.



## **CHAPTER 3: PRESERVATION ACTIVITIES AND PRIORITIES**

This chapter describes the primary preservation activities that are carried out by the Maine Historic Preservation Commission pursuant to the National Historic Preservation Act of 1966 and Maine law in 27 MRSA §501. Although the Commission is responsible for all of these programs, other preservation organizations and agencies are engaged in some if not all of them. The priorities in each section are intended to guide the work of all of the preservation partners.

### **A. NATIONAL REGISTER OF HISTORIC PLACES**

In Maine, the identification of eligible National Register properties follows several tracks, most of which are associated with other program areas within the SHPO. A large number of eligible and listed properties are brought to the Commission's attention by private property owners, including individuals, non-profit organizations and municipalities). Increasingly the identification of properties is associated with either State or federal tax-credit related re-development projects. On-going survey of the state's cultural resources, either through grant funded surveys, review and compliance related surveys, or volunteer/community surveys, frequently result in the identification of properties which merit further study and evaluation for possible nomination to the National Register of Historic Places. In addition to the eligible resources found during these survey activities, the Commission members and staff may also identify individual properties which are nominated individually, as historic districts, or in Multiple Property Submissions. Finally, Maine's ten Certified Local Governments also identify, and occasionally nominate, National Register eligible properties. Nominations are generally authored by consultants or the National Register. Occasionally, a private property owner or student will prepare a nomination with the assistance of Commission staff.

#### **National Register Trends in Maine**

An analysis of the National Register listings since the inception of the program reveals a number of trends which are worthy of discussion. In addition to its usefulness in highlighting nomination patterns, this analysis can be used to guide future nomination efforts in areas which are currently unrepresented or under represented in the listings. The following discussion looks first at the specific way in which the Register criteria have been used and then examines the areas of significance of the listings.

Properties are nominated to the Register under one or more criterion of significance. The four general criteria are related to significance by way of association with important events (A); significance by way of association with important persons (B); significance by way of design (C); and significance by way of yielding important information in history or prehistory (D). The largest single block of properties has been listed under criterion C with criterion A significance accounting for the second largest number. In contrast, criteria B and D account for a small percentage of the total listings. Within each criterion certain patterns are evident. For example, the vast majority of criterion C properties were nominated for their architectural significance, and a large proportion of criterion A properties are important for their association with education (i.e. schools, public libraries) or commerce. Nominations of prehistoric archaeological sites

account for an overwhelming number of the criterion D properties. It is likely that the percentage of listed properties which have associations with important persons (criterion B) are not fully represented, however, since many historic districts contain properties that are related to such persons. Intensive research on the history of each property will be required to determine such relationships.

There are thirty broad categories of significance under which properties may be nominated to the Register. To date, the most frequent areas of significance cited in nominations from Maine continue to be for Architecture, Education, Commerce, and Archaeology with the categories of Politics/Government and Industry at a second tier, followed closely by Maritime History and Engineering. The categories with the fewest representatives are Communications, Invention, Conservation, and Performing Arts, whereas Economics and Philosophy are not cited in any listing. However, these rankings are based only on the primary and secondary area of significance and do not reflect additional areas of significance which may be cited in a nomination.

Property types represented within these areas of significance may be quite diverse. As an example, listings under Engineering include a wide range of bridges, the state's numerous light stations, railroad-related structures, and two nineteenth century canal systems. In contrast, most of the properties which have significance in relation to Invention and Science are the residences of persons who made important contributions in those areas. Within the past five years the number nominations with Conservation cited as either the primary or secondary area of significance has increased by 66%, (as compared to the period 1966-2005), followed by significant increases in the areas of Entertainment/Recreation (25%), Social History (18%), Agriculture (17%), Exploration /Settlement (13%), Literature (12%) and Politics/Government (11%). Several factors account for these increases, including the recognition and nomination of entire farmsteads for their agricultural and oftentimes architectural significance; and the heightened awareness of the multi-faceted roles of community buildings including Grange Halls, Public Halls and Town Halls. The increase in Conservation-related properties came with the long waited listing of two National Park Service campgrounds in Hancock County.

Between September 2005 and October 2010 ninety-two new properties have been listed in the National Register, and eight existing nominations have been expanded, either in terms of boundaries and resources or areas of significance. Together these listings comprise a total of 578 new resources. Of these two were downtown commercial districts, three have been large industrial complexes, one is a seasonal residential district and two are a mixture of commercial and residential properties. In addition the 1978 University of Maine Historic District was revised and expanded to include 21 new resources.

### **National Register Highlights, 2005 - 2011**

National level of significance: The following properties were listed at the national level of significance: the Bok Amphitheater in the High Street HD, Camden, (for

landscape architecture); Battery Steele, Portland Maine (Military); the Brick House HD, Newcastle, Maine (Politics); and Haystack School of Crafts, Deer Isle (Architecture).

**Ethnic Heritage:** Two properties were listed for their association with African-American history, two were listed as examples of traditional Swedish-immigrant log structures and one as an example of an Acadian-style log house. The Abyssinian Meeting House in Portland is the third oldest African American church building in the country.

**Modern Architecture:** Two districts were listed in part as outstanding examples of modernist, post World War II architecture: Haystack Mountain School of Crafts (Edward Larrabee Barnes, architect) and Sea Change (Walter K. Harrison).

**National Historic Landmarks:** In February of 2006 the National Park Service listed the 41<sup>st</sup> National Historic Landmark in Maine, the Portland Observatory. Believed to be the only extant example in the United States of a maritime signal station, the 1807 Portland Observatory is a significant reminder of the importance of maritime shipping to the economic development of country. The structure, located on a high point on the Portland peninsula, underwent a very careful restoration in the late 1990s and early 2000s. In June of 2011, the Olson House in Cushing, Maine was also listed as a National Historic Landmark, for its role in the artistic career of the American painter, Andrew Wyeth.

**National Park System:** Three properties associated with Acadia National Park in Hancock County were listed in 2007: Blackwoods Campground, Seawall Campground and the Schoodic Peninsula Historic District.

### **Accomplishments, 2005-2010**

Between 2005 and 2010 Commission staff focused its National Register program around eight areas of priority, as outlined in the November 2005 “A Heritage for the Future”. While each of these priorities will continue to inform the National Register program, a brief summary of how each priority was successfully addressed is provided below.

1. “Continue to prepare context based Multiple Property Submissions.” Prior to 2005 the Commission had developed five Multiple Property Listings for above ground resources, and five for prehistoric archaeological properties. Several of the Multiple Property Listings focus on specific geographic entities (architecture in Eliot and Bangor Maine, pre historic sites around Cobscook Bay, North Haven and the Penobscot Headwaters), while others focus on resource types, including Lifesaving Stations, Light Stations, Fluted Points, Public Libraries or Petroglyphs. In 2007 the National Park Service developed the “Historic Resources of Acadia National Park” Multiple Property Listing for Maine’s largest National Park. This extensive and detailed document covers three historic themes dealing with the development of the park, the influence of J.D. Rockefeller, Jr. on the development of the National Park System and the ‘Rustic Design’ aesthetic that prevails in the park.

In 2010 research and writing commenced on a new Multiple Property Listing for early 20<sup>th</sup> century monuments in York County. This effort was undertaken by a student of Smith College as an internship, with staff assistance. In the summer of 2011 a compliance survey of Bar Harbor has recommended the preparation of a Multiple Property Listing for Motor Court and Motel Accommodations, erected in tourist destinations and along early roads between 1910 and 1960.

2. "Continue to strengthen the link between the survey and nomination process." Nine historic district listings and three individual listings in the last five years resulted directly from comprehensive surveys conducted either by local communities or Acadia National Park or sponsored by the Commission. These include individual houses in New Sweden, Stockholm and Lewiston, and new or expanded districts in Camden, Augusta, Lewiston, Bar Harbor, Orono, Biddeford, South Berwick and in Acadia National Park. At present, four historic district nominations (including two rural historic districts) are being prepared as mitigation measures in compliance with Section 106 regulations: Farmingdale, Berwick/South Berwick, Lewiston, and Dyer Brook. Each of these districts were identified as a result of architectural surveys conducted during Section 106 consultation.
3. "Identify properties which represent areas of significance that are now under represented in the listings, or are identified as a threatened resource." Endangered resource classes include barns and farms, historic downtowns, neighborhood schools, Grange halls and town houses/town halls. The Commission continues to focus on raising awareness of these resources by listing examples in the Register. Within the last five years nine large farmsteads and 8 additional barns, four Grange halls, nine town houses/town halls and seven schools have been entered into the Register. Three large mill complexes have been listed since 2007 (another is in the process of being nominated) and two historic downtown commercial districts have also been listed.
4. "Continue to work with local historical societies and historic district commissions to submit information on properties in their communities that may be significant in those areas or under-represented in listings." Of special interest is an initiative sponsored by the National Park Service's Appalachian Trail Office and the Appalachian Trail Conservancy to research the possible listing of the AT in the National Register. The 281 miles of trail in Maine crosses through many communities and is both a significant cultural and economic resource in many of those towns. The Commission is supportive of this effort.
5. "Revise those historic district nominations which do not appear to fully reflect in their statements of significance the complete range of applicable criteria", and
6. "Encourage local historical societies/historic district commissions to carefully review existing historic district nominations and submit additional information that more fully illustrates the district's areas of significance." Many of the older historic district nominations need revising and this will be a long process. In early 2010 the 1978 University of Maine historic district nomination was thoroughly revised and

expanded, with new areas and periods of significance. As of fall 2010 three additional nominations (Eastport, 1982; Portland Waterfront, 1974; Rockland Main Street, 1978) are in the process of being revised and expanded. The Commission has also entered discussions with the Portland Historic Preservation Commission on revising the Spring Street Historic District. The impetus for these revisions and expansions has been the revised State Tax Credit program, which along with the Federal Rehabilitation Tax Credit program, has financially enabled the rehabilitation of National Register listed properties throughout Maine.

7. “Explore the interest of the state's academic communities in developing Multiple Property Submissions, researching and writing draft nominations and conducting architectural surveys”. In the spring of 2010 the Commission entered a trial partnership with the University of Maine Augusta School of Architecture to provide directed research projects for some of their students. To date this has resulted in a reconnaissance level survey for a potential historic district of approximately 155 resources, and the research and writing of one National Register nomination. Students from the University of Southern Maine and Smith College have also written a nomination or a multiple property documentation submission during the last five years.
8. “Revise and update nominations with errors or omissions, including spatial descriptions, address changes, alteration of function, and dated or missing photographs.” This work is ongoing, with a particular emphasis on correcting spatial information (GIS).

### **Public Access to Nominations**

In the third edition of *A Heritage for the Future*, the Commission stated its intention to digitize National Register nominations and make them available on the Commission's website. Since that time the National Register office in Washington has undertaken the ambitious project of scanning all the nominations and making them accessible on their website through the FOCUS database. At the same time, the new web-based Cultural Architectural Resource Management Archive (CARMA), developed in partnership with the Maine Department of Transportation, contains a GIS layer devoted to historic properties, including historic district boundaries and listed properties. Rather than scanning Maine nominations and placing them on the Commission's website patrons wishing to read nominations or research historic properties will be directed toward FOCUS or CARMA.

### **State Historic Preservation Office Challenges, 2010**

Since the Maine Historic Preservation Commission was established in 1971 the Commission has always maintained a policy of responding to requests from the public to nominate properties by preparing them in-house. Over the years this has accounted for the listing of a vast majority of the Register entries in Maine, although occasionally these documents are written by professional consultants. It has been an underlying policy of the Commission to make the program accessible to everyone without regard to their ability to hire a consultant to prepare a nomination. Given the structure of the nomination

process and in the interest of maintaining a high level of consistency, the Commission supported this approach through 2009. While this approach is still supported in theory, increased demands from other program areas, coupled with travel restrictions and state-wide furlough days, have forced the Commission to re-examine our priorities and rethink the feasibility of writing nominations in-house. While no decisions have been made to date, the following options are being investigated:

- Underwriting nominations for non-profits organizations and municipalities through matching grants.
- Underwriting nominations for private property owners through matching grants.
- Retaining one or more consultants to write nominations for high priority resources
- Working with college students to write nominations.
- Encouraging CLG communities to underwrite nominations through HPF grants.
- Encouraging Preserve America communities to underwrite nominations through Preserve America Grants (pending reauthorization of these grant funds).
- Apply to Preserve America to for grants to underwrite nominations (pending reauthorization of these grant funds).
- Work with our preservation partners to develop funding options for private property owners.

Nominations associated with tax credit projects will continue to be prepared by consultants. The staff of the Commission will continue to write nominations as time allows, concentrating on under-represented property types or areas of significance or properties endangered by development or neglect.

### **National Register Priorities**

#### **SHORT TERM**

- Develop guidance for consultants and property owners regarding funding opportunities for nominations.
- Hold workshops and training for in-state consultants who have not prepared National Register nominations.

#### **LONG TERM**

- Work with members of the state's academic communities in developing Multiple Property Submissions or researching and writing draft nominations.
- Increase focus on mid-twentieth century resources.

## **B. ARCHITECTURE, CULTURAL RESOURCES AND LANDSCAPE SURVEY**

Maine's survey program began in 1972, a year after the Maine Historic Preservation Commission was established as an independent agency of state government. Since then, the effort to catalogue and document the historic human-made environment has continued to be a central goal of the Commission's mandate, with more than 27,800 properties surveyed to date. Surveys document at a variety of levels the historic man-made environment of our communities. This in turn enables us to identify those properties which merit nomination to the National Register of Historic Places and to

thereby extend protection to those resources. Funding for the survey program is derived from both federal and state sources, when available.

There are four aspects of the survey program that merit more detailed analysis. Comprehensive Geographic Surveys are frequently grant funded and sponsored by the Commission or a CLG or other municipal entity. Thematic Surveys are also usually sponsored by the Commission and represent resources of immediate concern or emerging themes on the landscape. Project Review surveys, which account for the bulk of the resources recorded over the last 7 years, reflect trends in land use, technology, transportation and demographics in part. Finally, organizing and providing access to survey information is a prominent component of the program.

### **Comprehensive Geographic Surveys**

Most work performed to date on a county-wide scale has been at a reconnaissance level of information gathering. While this has provided the Commission with a substantial amount of raw data, principally photographs and street/highway locations, it has not always generated the type of information which would permit an assessment of an individual property's significance. In contrast, many of the projects which focused on a single community (or portion thereof) have generated intensive level information., however other communities and one county were the object of short, one-time surveys.

### **Thematic Surveys**

The Commission has undertaken subject or theme based survey projects to identify specific property types on a state-wide or regional basis. (See Table 1.). Theme-based projects have included inventories of mill complexes, summer cottages, designed landscapes, railroad related buildings and historic highway bridges, the latter undertaken by the Maine Department of Transportation (MDOT). In 2008-2009 The Commission sponsored a geographically diverse survey of residential structures from 1945 to 1975 in order to aid with evaluating the significance and integrity of these resources. Specialized recordation forms have been created for agricultural properties, farms, bridges, landscapes and Post World War II residential structures.

<b>Table 1.</b>		
<b><u>STATEWIDE SURVEY</u></b>	<b><u>DATE</u></b>	<b><u>LEVEL</u></b>
Shoe Industry Related Properties	1991	Intensive
Textile Mills	1992-93	Intensive
Sporting Camps	1992-95	Intensive
Designed Landscapes	1992-99	Intensive
Historic Highway Bridges (MDOT)	1992-2000	Intensive
Motor Courts	1994-97	Reconnaissance
Railroad Related Buildings	1995-96	Reconnaissance
St. John River Valley Potato Houses	1996	Reconnaissance

Southern Aroostook County Farms	1999	Reconnaissance
Northern Aroostook County Farms	2002-2004	Reconnaissance
Post World War II Residential Architecture.	2008-2009	Reconnaissance

### **Review and Compliance Surveys**

Survey activities are also undertaken in conjunction with federally funded, licensed or permitted activities. In these cases corridors, neighborhoods or targeted project areas are surveyed rather than specific municipal or county boundaries. Between 2002 and 2010 an average of 1300 new properties a year were added to the Commission's databases and information files as a result of project review (the annual range stretches from a low of 269 in 2002-2003 to a high of 2604 in 2008-2009). The Maine Department of Transportation (MDOT) contributes a large percentage of these surveys, which are undertaken by qualified architectural historians who work closely with Commission staff. Additional agencies and developers are required to submit surveys in accordance with Section 106, Section 110 and other required project reviews. In the recent past surveys undertaken by utility companies, liquefied natural gas terminal developers, and wind power developers, have yielded not only a significant number of new resources, but have covered portions of the state that had previously been underrepresented.

### **Data Management**

Modern efforts to manage survey data began in the early 1990s when a database was developed to track surveyed and eligible properties. Data entry was dependent upon the work load of the Commission's administrative assistant, and by the early 2000s a considerable backlog of unprocessed surveys had accumulated. As a result, it could often be cumbersome to identify eligible properties in a specific geographic area. This database is no longer updated, but it continues to provide information on over 27,800 resources throughout the state.

In recognition of the volume of survey activity generated through its projects, the MDOT began consultation with the Commission in 2005 on the development of a shared, web-based database, with GIS fields, to increase the efficiency of survey project management. Entitled the "Cultural Architectural Resource Management Archive" (or CARMA) this on-line tool enables architectural historians and survey consultants to submit completed survey projects for federal and/or state regulatory project reviews in an on-line format for preliminary review. The application will also be used with future grant-funded survey projects and volunteer survey projects. Future CARMA platforms will be developed for a public site that will allow consultants and the public to search for surveyed properties on a statewide GIS layer and identify properties that have been evaluated for listing in the National Register of Historic Places.

CARMA has been used by MDOT's consultants since February of 2010, and as of November 1, 2010 all surveys submitted to the Maine Historic Preservation Commission in fulfillment of federal and/or state regulatory project review requirements must be entered into CARMA. Training classes, manuals and reporting forms have been developed for consultants and architectural historians. Although only 351 projects have



been entered thus far, the new system has increased the Commission's efficiency in reviewing projects and has produced more accurate and complete surveys. The time frame for entering the backlog of surveyed properties into CARMA is dependent in part on securing funding to support dedicated data entry.

### **Accomplishments, 2005-2010**

Between 2005 and 2010 Commission staff focused on six of the eleven short and long term priorities for the Survey program, as outlined in the November 2005 "A Heritage for the Future". While the Commission will continue to focus on each of these priorities a brief summary of how each priority was successfully addressed is provided below.

1. "Continue efforts to identify agricultural resources, especially barns and related outbuildings." Ongoing. Between 2002 and 2009 over 110 individual farms and 550 barns or outbuildings had been recorded at a reconnaissance level. An agricultural context is being prepared for southern Aroostook County - a historically important agricultural region.
2. "Continue to identify and survey potential rural historic districts." Surveys conducted for project review provide extensive information on rural properties and have resulted in the identification of a several National Register eligible rural districts in the state, two of which are being researched in preparation for nomination to the Register.
3. "Continue to foster relationships with volunteer groups interested in conducting surveys" and "university programs at both the under-graduate and graduate levels may be a place to look for initiating surveys of particular resource types." These efforts are ongoing. In addition to coordinating with historical societies and municipalities, the Commission will continue to work with the University of Maine Augusta School of Architecture to provide students with intern/research projects, including survey.
4. "Improve data collection and management processes by appropriating new technological resources, such as remote-site information gathering and web-based end-user applications." This goal is being met by CARMA and the public, GIS-based website that will provide access to historic property information throughout the state.
5. "Raise awareness of the need to identify and evaluate post World War II commercial and residential architecture, and start to collect materials to support survey and nominations of such resources." The Post World War II Residential Architecture Survey undertaken for the Commission in 2008 – 2009 was the first step to fulfilling this goal. The survey recorded 241 houses in 16 Maine Communities in an attempt to define the hallmarks of specific mid-century residential styles. The accompanying field guide will soon be posted to the Commission's website and be available for download. Future lines of inquiry might include collecting local and national trade publications and catalogs in an attempt to identify local examples of mass-produced or innovative housing.

## **State Historic Preservation Office Challenges 2010-2015**

### ***Survey Funding***

Over the last five years the number of communities wishing to conduct an inventory of their resources has exceeded the availability of funding to support such surveys. Historic Preservation Fund grants to Certified Local Governments have supported the majority of the survey projects over the last ten years – other sources of funding have been limited or non-existent. As a result, some community groups have undertaken low-cost, volunteer based surveys in consultation with the Commission. While some groups have hired qualified historians for training and limited project oversight purposes, others have not (Table 2). The results from these efforts have been mixed and at times the projects are not brought to completion. The Commission will continue to work with community groups and try to identify sources of seed money to support their efforts.

<b>Table 2. <u>NON-GRANT FUNDED SURVEYS IN PROGRESS, 2010</u></b>				
<b><u>County</u></b>	<b><u>Town/location</u></b>	<b><u>Volunteer</u></b>	<b><u>Year Started</u></b>	<b><u>Level</u></b>
York	Old Orchard Beach	N	2009	Reconnaissance
Lincoln	Bristol (Round Pond)	Y	2005	Reconnaissance
	Whitefield	Y	2008	Reconnaissance
Cumberland	South Portland	N/Y	2006	Reconnaissance
Hancock	Trenton	N/Y	2008	Reconnaissance

### ***Recording Priority Property Types***

Survey priorities are largely based on our current level of knowledge about an area's resources as well as the threats which endanger them. Furthermore, these priorities have been developed with the understanding that funding constraints and the availability of qualified personnel may well limit the level or extent of surveys in many areas. In such cases, consideration is given to identifying either specific classes of properties which are particularly vulnerable or unique, or whose evaluation would advance our understanding of a historic context or theme. An ongoing example of this type of survey focus is the Commission's effort to record barns, agricultural outbuildings, and farmsteads before they are redeveloped. Likewise, the Post-World War II Residential Architecture Survey (and accompanying field guide) was commissioned in order to assist both Commission staff and other consultants to start to recognize, classify and evaluate the built environment of the middle twentieth century.

## **Architecture, Cultural Resources and Landscape Survey Priorities**

### **SHORT TERM PRIORITIES**

- Enter completed surveys into CARMA
- Finish the public access component of CARMA.
- Identify new funding sources to support survey.

## LONG TERM PRIORITIES

- Inaugurate reconnaissance level surveys in Aroostook, Piscataquis, Somerset, Washington, and York Counties.
- Complete the reconnaissance level survey of Cumberland County, the state's most populous and developed county.
- Commence an intensive level survey of rural Lincoln County.
- Draw on the resources of special interest groups or adjoining municipalities to conduct multi-phase surveys of particular property types on a statewide level or comprehensive county-wide surveys.
- Undertake statewide surveys of automobile related resources, and boys and girls summer camps.

## C. REVIEW AND COMPLIANCE

The National Historic Preservation Act of 1966 was driven by the extensive loss of prehistoric and historic resources caused by the major federal post-war programs of urban renewal and the interstate highway system. It was felt then, as it continues to be felt today, that a comprehensive program to identify, evaluate, and protect the resource was essential, if additional massive and irretrievable losses were to be avoided. Thus was born the National Register of Historic Places, designed to be an inventory of the full range of prehistoric and historic sites, buildings, districts, and structures of local, state, and national significance. From then on, federal, federally-funded, and federally-licensed undertakings have been reviewed by the State Historic Preservation Officers, advised by their professional, multi-disciplinary staffs, to determine the effects of such activities upon our physical heritage. And the states have been given the tools to begin the long process of identifying all types of significant resources, assessing the vulnerability of the various property types, and devising legal and physical means for their preservation.

By all accounts the program begun in 1966 has been and continues to be an unqualified success, as the lead taken by the Federal Government has been followed by the states, creating a model partnership between these two levels of government. Since then, two additional governmental partners have come to play a vital role in the program: local governments, which have the capability of complementing the protective mechanisms of the federal law with their own local land use ordinances; and Tribal Historic Preservation Offices. Finally, the work of non-profit organizations and private individuals has been and will continue to be essential to the success of historic preservation.

Pursuant to Section 106 of the National Historic Preservation Act of 1966 and its implementing regulations (36 CFR Part 800), Federal agencies are required “to take into account the effects of their undertakings on historic properties and afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings.,, The Section 106 process seeks to accommodate historic preservation concerns with the needs of Federal undertakings through consultation among the agency official and other parties [e.g. Maine Historic Preservation Commission, THPOs, local governments and others] with an interest in the effects of the undertaking on historic

properties...” This consultation encompasses any Federally funded, permitted or licensed undertakings, which may have the potential to cause effects on historic properties (defined as those cultural resources listed in, or eligible for listing in, the National Register of Historic Places). The goal of this consultation process is to identify the presence of historic properties in an undertaking’s area of potential effect, and take steps to avoid, minimize or mitigate adverse effects that may result from such undertakings. The consultation process can last from a few days to several months depending on whether there are significant cultural resources in the project area, the scope of the project, the agency’s or designee’s efficiency in providing information to the Commission, and the Commission’s work load. Examples of projects requiring consultation under the Act include, but are not limited to:

- Maine Department of Transportation projects funded by the US Federal Highway Administration;
- Community development and housing rehabilitation projects utilizing USDA Rural Development and/or US Housing and Urban Development (HUD) funds;
- Department of Defense base closures or military construction projects;
- Residential pier and dock projects requiring permits from the US Army Corps of Engineers;
- Projects undertaken by the National Park Service at Acadia National Park and elsewhere in the state; and
- Telecommunication tower and antennae installations.

Significant protection of cultural resources is also achieved at the state level under the Maine Department of Environmental Protection (MDEP) Site Location of Development Law, which requires the review of any development over 20 acres, or subdivisions of over five lots if under twenty acres. The Commission also reviews construction projects in the unorganized territories as permitted by the Land Use Regulation Commission (LURC). MDEP and LURC permits are routinely required for residential subdivisions, as well as commercial and industrial developments. The Commission’s role in the MDEP and LURC review processes is an advisory one, and is carried out in the same way as Federal Section 106 reviews.

In addition to Federal and state level reviews, several municipalities in Maine require a review by the Commission prior to granting approval for building permits at the local level. This requirement is most often implemented as part of land use or zoning ordinances. The Commission reviews such projects and provides information regarding the presence of cultural resources within project areas, as well as recommendations as to how to avoid or minimize impacts. It is ultimately the local planning or zoning board’s decision as to whether the Commission’s recommendations will be implemented or not.

In terms of resource protection, review and compliance represents one of the Commission’s most important responsibilities. Since 1971, the number of these reviews has increased steadily as the state has developed and grown, government funding has expanded, and the citizenry has become more aware of threats to cultural resources. The Commission presently consults on, and formally responds to approximately 3,000

projects annually. Over the years, the Commission has established close working relationships with many of the municipal, regional, state, and Federal agencies, as well as with consultants, non-profit organizations, engineering firms, architects, developers, and contractors involved in the review and compliance process. These relationships have resulted in consideration for the protection of historic resources being incorporated into the early planning processes for private, local, state and Federal government projects in Maine.

The Commission also conducts review and compliance in accordance with Programmatic and State Level Agreements, which are developed in consultation with sponsoring agencies. Such consultation serves to identify undertakings that have little or no potential to affect historic properties, and to develop alternative, streamlined procedures for high-volume types of undertakings while retaining historic property protection as the primary goal. When possible, the Commission enters into such agreements to exempt projects that fall under the former description, and to provide procedures tailored to specific project types for the latter. The goals of such agreements are to retain a high level of protection for historic properties, to reduce the Commission's work load and response time when appropriate, and to enable Federal agencies to release funds, licenses, and approvals to applicants as quickly as possible. Among the Federal and state agencies that the Commission currently conducts reviews for under Nationwide Programmatic and State Level Agreements are the U.S. Federal Highway Administration, U.S. Federal Transit Authority, Maine Department of Transportation, the U.S. Federal Emergency Management Agency, the U.S. Federal Communications Commission, USDA Natural Resources Conservation Service and the U.S. Department of Energy.

While the Commission strives to ensure that the review and compliance program is efficient and structured, it is a program designed to react to imminent projects. However, in order to effectively deal with threats to historic properties, the Commission attempts to proactively identify endangered resources by geographic area and plan accordingly. With development pressures in the southern and mid-coastal regions drastically intensifying in the last ten to twenty years, the state and local governments, and their regional partners in the commercial and non-profit sectors, have focused energy into community preservation initiatives by encouraging the redevelopment of downtowns, supporting efforts to rehabilitate existing housing stock, and increasing density in existing residential and commercial zones. Meanwhile, in the central, western and northern regions, many municipalities have struggled to retain residents and jobs. These regions have endeavored to attract new recreational, industrial, technological and residential development, while working to increase the appeal of historic resources in their communities.

As a result of these factors, the Commission has seen substantial increases in downtown revitalization projects, housing rehabilitation, new development within or adjacent to historic residential neighborhoods, coastal and inland waterfront development, infrastructure improvements, and new development and building rehabilitation in the organized territories. As most of these initiatives are supported by Federal funds, and/or require state or Federal permitting, the Commission continues to

work with all of the key parties to guide these efforts in a manner that will preserve the fabric of Maine's history and prehistory for future generations.

The review and compliance process proceeds most effectively when the agent or applicant undertaking consultation is aware of the applicable requirements, and has an established relationship with the Commission. Where such a relationship has not been established, project review can become an exercise in preservation education in order for the consulting party to understand and interpret the various aspects of the process from start to finish. To better respond to such situations, the Commission review staff provides targeted educational material and technical support for the staff members of sponsoring agencies. As such, this activity can be considered a function of public education. In addition, review and compliance program results are analyzed on an annual basis to assist in the development of survey and National Register priorities.

### **Review and Compliance Priorities**

#### **SHORT TERM**

- Maintain open communication with the public, applicants, and state and Federal agencies to foster understanding of historic preservation laws and the review process.
- Continue to foster among local commission members and local officials an understanding of how to apply the *Secretary of the Interior's Standards* to project reviews.
- Incorporate information gained through review and compliance into general survey database.
- Work with other state agencies to continue developing a GIS-based database identifying surveyed areas, individual historic properties, and archaeologically sensitive areas.
- Consult with Federal and state agencies to effectively protect historic properties while streamlining the review process.
- Utilize the Commission's website to provide forms, links, guidelines and information for consultants, applicants and sponsoring agencies to gather and prepare materials for review.
- Post on the Commission's website: 1) national and state level review and compliance agreements, and 2) a library of Maine's municipal historic preservation ordinances as well as other ordinances that contain provisions for historic preservation.

#### **LONG TERM**

- Provide survey information (such as maps of surveyed areas, National Register status of individual properties, etc.) on the Commission's website for applicants and sponsoring agencies to use when preparing materials for review.
- Focus survey efforts on areas experiencing, or projected to experience, rapid development.

## **D. ACQUISITION, DEVELOPMENT and COVENANTS**

### **Grant Funding**

The Commission has two sources of grant funding: the federal Historic Preservation Fund (HPF) and the state funded New Century Community Program (New Century). Since FY 2005, limited HPF funding has resulted in grant funds primarily being available only to the ten communities that participate in the Certified Local Government Program. These communities annually have the opportunity to submit applications for grant funding to support acquisition, development and planning activities. Over the past five years, the Commission has awarded about \$291,000 in HPF funds in support of architectural and archaeological survey work, restoration of historic buildings, educational exhibits, survey and historic image digitization, publication of design manuals, local preservation planning positions, and training for local historic preservation commission members. Certified Local Government HPF grants require a 40% match from the successful applicant.

Funding for the New Century program comes from the Maine Legislature and bonds approved by the voters. It is distributed between seven cultural agencies through the Maine State Cultural Affairs Council (CAC). In fiscal years 2007 and 2008 the Commission received enough funding from this program to award \$490,000 in matching grants for development and planning projects to help preserve and restore 53 properties throughout Maine that are listed in the National Register of Historic Places. The CAC continues to promote the wide reaching benefits of this program to the Legislature, however it has not been funded since fiscal year 2008. Both New Century and HPF grants are awarded on a reimbursement basis after all work is completed in accordance with the Commission's approval of project plans and specifications, and submission of a final report documenting completed work and accounting for project expenditures. The Commission requires that all work funded by these programs be completed in accordance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties*.

In 2008, the Commission also began assisting the Maine Community Foundation (MCF) with the administration of the Belvedere Historic Preservation Grant Program. In 2008 and 2009 the Belvedere Fund provided over \$265,000 in grants for development and planning projects to assist with the preservation and restoration of 19 National Register listed or eligible historic properties, primarily located in Washington and Hancock counties. In partnership with the MCF, the Commission's role in the Belvedere Fund includes review and scoring of applications, and the review of project plans and specifications. All work funded by the program is required to be undertaken in accordance with the Secretary of the Interior's *Standards*. Funds available to tax-exempt applicants are awarded to grantees prior to work being undertaken, and do not require matching funds.

### **Preservation Easements and Covenants**

The Commission presently holds preservation easements and covenants on 96 historic properties and several archaeological sites (see pp. 54-56 for more detailed information). The Commission has acquired the easements and covenants on these historic properties through federal and state funded development grant programs

(including the Save America's Treasures Program, HPF grants, and the New Century Program), federal and state surplus property transfers, Section 106 project mitigation, and the 1998 Maine Lights Program, and most recently through Belvedere Fund projects. The Commission does not accept preservation easements for privately owned properties outside of the programs listed above. However, Maine Preservation, Greater Portland Landmarks, and Historic New England, do administer preservation easements for private properties. The intent of the easements and covenants is to ensure that work related to the preservation, restoration, and rehabilitation of the properties meets the Secretary of the Interior's *Standards for the Treatment of Historic Properties* and maintain the qualities of the properties that made them eligible for listing in the National Register of Historic Places.

Of the 96 preservation easements on historic properties, 37 are easements in perpetuity of which 29 are former U.S. Coast Guard light stations. These coastal Maine light stations were transferred to private non-profit, municipal or state ownership through the federal surplus property program or the 1998 Maine Lights Program. The Commission has established an annual monitoring and review program to remind the light station owners of their preservation easement responsibilities and to provide technical assistance to the owners as they are planning and implementing their annual maintenance and repair projects. On-site inspections are arranged as necessary for project review and to update condition assessment reports of the light stations.

In addition to the programs described above, pursuant to the ratification of LD 913 in the June 2010 election, 5 MRSA §13056-F establishes the Historic Preservation Revolving Loan Fund (the "Revolving Fund"). This fund was established within the Commission to enable qualified nonprofit historic preservation organizations to acquire endangered historic properties for resale to new owners who agree to preserve, rehabilitate or preserve the properties in accordance with preservation easements or covenants to be held by the applicant organization. 5 MRSA §13056-F further states that historic properties to be acquired with such funds must have local, state or national significance, as determined by the Commission, and that qualified organizations must demonstrate preservation-related experience, availability of staff with appropriate training and experience, and familiarity with preservation standards and historic property acquisition and resale. The Commission is in the process of establishing an administration process to implement this program. As is indicated in the text of 5 MRSA §13056-F, the Commission will not hold preservation easements or covenants for historic properties acquired and re-sold through this program, but will administer the program to ensure the qualifications of the easement or covenant holding organization.

### **Acquisition, Development and Covenants Priorities**

#### **SHORT TERM**

- Establish administration process to implement the Historic Preservation Revolving Loan Fund.
- Continue consultation with owners on the preservation, restoration, rehabilitation and reconstruction of historic buildings subject to covenants to ensure work is in accordance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties*.



- Continued evaluation and administration of HPF, New Century and Belvedere Fund grants.
- Continue to provide technical assistance as requested to historic property owners throughout the state to help ensure best-practices in maintaining historic properties.
- Continue to encourage CLGs to apply for Historic Preservation Fund grants for historic preservation projects.

#### LONG TERM

- Build relationships and networks between the Commission, architects, engineers, contractors, and historic property stewards and owners to promote awareness of best practices for the preservation and restoration of historic buildings.
- Establish and conduct a prioritized schedule of site visits, possibly using volunteers or interns, to inspect and assess conditions of properties the Commission holds long term (over ten years) covenants on.

#### E. PRESERVATION TAX INCENTIVES

On March 31, 2008, the provisions of LD 262, *An Act to Amend the Credit for Rehabilitation of Historic Properties*, were incorporated into the supplemental state budget and signed into law. The law, 27 M.R.S.A. §511 instructs the Director of the Maine Historic Preservation Commission (Commission) to administer, in consultation with the Department of Administrative and Financial Services, Bureau of Revenue Services, a program in support of state rehabilitation tax credits for income-producing historic structures pursuant to 36 M.R.S.A. §5219-BB. This statute represents the Commission's fulfillment of a major long-term goal stated in the previous 2005 Comprehensive Plan. The statute is also the result of the Commission's ongoing cooperative work with a broad based coalition of organizations representing historic preservation, real estate, affordable housing, downtown revitalization, and environmental interests.

In essence, 36 M.R.S.A. §5219-BB.2.A established a 25% State tax credit for rehabilitations that also qualify for a 20% Federal tax credit. Such rehabilitations must meet all the requirements of the Federal Tax Incentive Program, including certification by the National Park Service. 36 M.R.S.A. §5219-BB.2.B established a 25% State tax credit for rehabilitations in which qualified rehabilitation expenditures of between \$50,000 and \$250,000 are incurred, and which cannot utilize the Federal credit (the Small Project Rehabilitation Credit). These rehabilitations are reviewed and certified only by the Director of the Commission. Both State credits include a 5% increase for projects that create new affordable housing. In order to be certified under the program, all aspects of the rehabilitation must be in accordance with *The Secretary of the Interior's Standards for Rehabilitation* (36 CFR Part 67).

Since the law went into effect, the Commission has developed program rules, application forms, instructions, informational brochures; redesigned its tax incentive website to inform the public of the new program and to be more user friendly; assisted

with a statewide effort to inform historic district building owners of the program; and participated in several public workshops and events to assist professionals and property owners in understanding the requirements of the program. The Commission has also worked closely with Maine Revenue Services and the Maine State Housing Authority, as well as the Internal Revenue Service and the National Park Service, to ensure that all of the involved agencies can meet the requirements of their respective regulations, while keeping the program as user friendly as possible. The Commission is the first point of contact for the program in Maine and regularly consults with building owners, developers, tax attorneys, preservation consultants, architects, engineers, and others at the local, state and Federal levels. The Commission's involvement in individual projects generally begins in the initial pre-application stage. It continues through the review of applications, project plans and specifications to the development stage, which often includes site visits and meetings with consultants, architects and trades professionals to ensure the work will meet *The Secretary of the Interior's Standards for Rehabilitation (36 CFR Part 67)* and that the project will ultimately succeed. The Commission has also developed a two-part reporting form to track the economic and social effects of the program, and submits annual reports to the Legislature's Joint Standing Committee on Taxation regarding these effects.

The success of the program as it relates to the preservation of Maine's historic architecture cannot be overstated. Since the program went into effect in November, 2008, the Commission has reviewed 37 program applications for the rehabilitation of 42 historic buildings that are listed, or are eligible for listing, in the National Register of Historic Places. Twelve of these buildings are in historic Maine downtown commercial areas, nine are/were underutilized or vacant mill or manufacturing buildings, and eight are vacant or partially vacant school or educational buildings that are architecturally significant. The balance of the projects include architecturally significant residences, religious buildings and churches, a neighborhood fire station, a railroad office building, a library, a military barracks, a hotel, an orphanage, and a children's hospital. Their dates of construction range from the early 19<sup>th</sup> century through the early 20<sup>th</sup> century, and include a variety of architectural styles and construction methods and materials. Many of the buildings were designed by prominent architects and exemplify the history of continually evolving architectural tastes, engineering methods and materials, as well as significant manufacturing, social and economic trends in Maine. It is also noteworthy that these buildings are located in 21 different municipalities throughout eight counties.

With regard to the economic and social goals of the program, which include revitalization of Maine's historic downtowns, creation of affordable housing, and the creation of jobs, the program has been equally impressive, particularly given the economic climate since its inception in 2008. The six projects that have been completed, approved and certified by the Commission and the National Park Service, and one completed project with certification pending, since the program went into effect have generated investments of approximately \$24.3 million in Maine as of October 28, 2010. These investments have supported approximately 580 construction jobs during the rehabilitation phases, and 166 jobs with businesses that are located in the rehabilitated buildings, 160 of which are service, office and technology jobs located in or adjacent to

downtowns in Hallowell, Rockport and Portland. Of the \$24.3 million in investments, approximately \$15.5 million are eligible for Federal and/or State historic preservation tax credits. The remaining \$8.8 million in expenditures were invested in site development and new construction related to the projects, but which are not eligible for the credits. The six certified projects include two projects in North Berwick and Scarborough that resulted in the creation of a total of 94 units of affordable housing, and the preservation of 10 such units in Portland. There are several additional large-scale affordable housing projects currently under development that are applying for credits under the program. Combined, these projects propose an additional 163 units of Affordable Housing and will preserve and rehabilitate 53 existing units.

The law that created the program as it currently exists is in effect through December 31, 2013, when the Legislature will assess the program and decide whether it will continue beyond that date. More detailed information on the program can be found on the Commission's website at: [http://www.maine.gov/mhpc/tax\\_incentives/index.html](http://www.maine.gov/mhpc/tax_incentives/index.html).

### **Preservation Tax Incentives Priorities**

#### **SHORT TERM**

- Continue to work with organizations, municipalities, professionals and the public to raise awareness of the benefits, procedures, and challenges of the program.
- Work to ensure consistency in the decision-making process to the greatest extent possible.
- Continue to report to the Taxation Committee with accurate program statistics so that objective evaluations of the program costs and benefits can be made.
- Continue to efficiently conduct thorough reviews to ensure projects meet *The Secretary of the Interior's Standards for Rehabilitation (36 CFR Part 67)*.

#### **LONG TERM**

- Institute a system of application fees consistent with other states and the National Park Service to assist with program administration.

## **F. PLANNING**

The introduction to the Secretary of the Interior's Standards for Preservation Planning states that:

Preservation planning is a process that organizes preservation activities (identification, evaluation, registration and treatment of historic properties) in a logical sequence.... and is based on the following principles:

- Important historic properties cannot be replaced if they are destroyed. Preservation planning provides for conservative use of these properties, preserving them in place and avoiding harm when possible and altering or destroying properties only when necessary.
- If planning for the preservation of historic properties is to have positive effects, it must begin before the identification of all significant properties has been completed. To make responsible decisions about historic properties, existing

information must be used to the maximum extent and new information must be acquired as needed.

- Preservation planning includes public participation. The planning process should provide a forum for open discussion of preservation issues. Public involvement is most meaningful when it is used to assist in defining values of properties and preservation planning issues, rather than when it is limited to review of decisions already made. Early and continuing public participation is essential to the broad acceptance of preservation planning decisions.

In addition, the National Park Service defines Comprehensive Statewide Historic Preservation Planning (hereafter Preservation Planning) as “the rational, systematic process by which the State Historic Preservation Office develops a vision and goals for historic preservation throughout the State. The SHPO seeks to achieve that vision through its own actions and through influencing the actions of others. The vision and goals are based on analyses of resource data and user needs.”

It is within this framework that the Commission has developed Maine’s Statewide Historic Preservation Plan.

### **Methodology**

The fourth edition of the Plan was prepared by Commission staff in 2010-11. Comments obtained from a public survey (see Appendix B) and from the draft plan have helped shape the Plan’s content. Additional contributions derived from general historic resource information, demographic and social trends and local preservation planning issues around the state. Material relating to archaeological and historic resources was derived from Commission survey files and maps, National Register and grant data, and easement and federal tax incentive documentation. From this information the status of the state’s historic resources were assessed, major threats and opportunities were identified, and short and long-term priorities were established.

### **Updating the Plan**

The 2011 version of the Plan is intended to guide decision-making until 2015. However, it should be consulted by the Commission and its preservation partners on an annual basis to determine if tasks have been achieved and if established priorities have changed. Any priority changes for the Commission should be noted in the Plan at that time. As circumstances and resources dictate, tasks may be either added to or deleted from the Plan on a regular basis. The annual evaluation of Commission program areas will determine whether conditions have changed sufficiently to warrant major revisions to the Plan. This evaluation should be carried out by Commission members, staff members, and by the general public who will be invited to participate in this process. The annual evaluation of the Plan should include suggestions for major revisions to be undertaken in 2015.

### **Local Preservation Planning**

The comprehensive effort to promote preservation at the local level began in 1988 with the enactment of the Comprehensive Planning and Land Use Regulation Act (the

Act) requiring each town in Maine to develop a comprehensive plan that addresses ten statewide goals. One of the goals is “To preserve the state’s historic and archaeological resources,” while goal 1 (rural character), goal 4 (affordable housing), and goal 8 (preserving agricultural resources) may also have direct applicability to preservation planning. Although the mandated requirement for communities to complete a comprehensive plan was eliminated in 1992, to date approximately 293 plans have been found by the State Planning Office to be consistent with the Act. From the inception of the program, the Commission has provided historic and archaeological resource data and other technical assistance to municipalities engaged in the planning process. This information includes maps that show areas of archaeological sensitivity or archaeological site potential for prehistoric resources. Some towns have also been mapped for historic archaeological sensitivity. In these cases, old historic maps have been researched and areas of occupation or industry have been recorded on the current planning map.

In addition to the provisions of the Act, municipalities are empowered to adopt ordinances to provide reimbursement for property taxes on real property if the owner agrees to maintain the historic integrity of an important historic structure or provide a protected scenic view. This non-regulatory bill, known as the Local Option Property Tax Reimbursement (Sec. 1. 30-A MRSA '5730), allows communities to decide for themselves how best to structure their own historic preservation incentive program. Pursuant to this legislation, the Commission provides guidance to interested communities by helping craft sample ordinances to take advantage of this incentive program.

## **Planning Priorities**

### **SHORT TERM**

- Explore ways within existing resources to increase the level of assistance to communities in the development of preservation planning and the development of local ordinances that contain provisions for historic preservation.
- Continue to advocate for public (state and federal) funding to support building restoration efforts, and to explore sources and incentives to promote historic preservation.
- Educate regional planning commissions about the benefits of historic preservation planning as a tool to maintain community character.
- Remain involved with the Community Preservation Advisory Committee (CPAC) and the Maine Downtown Coalition to ensure that historic preservation is a component of the initiatives and programs that are advanced or developed by these entities.
- Continue to be represented on the Advisory Council to the Maine Downtown Center as a means of assisting in the preservation of historic downtowns.
- Continue to develop a webpage that provides more resources and training (including on-line training) for Maine’s CLGs and other communities interested in local preservation planning.

### **LONG TERM**

- Develop historic contexts for planning purposes.

## **G. PUBLIC EDUCATION and TECHNICAL ASSISTANCE**

Public education and technical assistance are important components of the Commission's programming, and the dissemination of information about the cultural resources of the state is a foremost priority in the effort to identify, evaluate, and protect significant historic and archaeological sites. As a result, staff members deliver scores of presentations annually on topics relating to archaeology, architectural history, and historic preservation to diverse audiences throughout the state. In addition, the Commission co-sponsors workshops and conferences on all aspects of preservation ranging from materials conservation to Certified Local Governments.

The Commission provides technical assistance to the public on a range of specialized topics. These include architectural history, archaeology, preservation law, materials conservation, and building restoration and maintenance. Commission staff sit on advisory committees concerned with topics ranging from building codes to downtown preservation to state historic site management. In addition, the Commission maintains a wealth of written and visual material pertaining to the state's cultural resources that are available to the public by appointment. In the near future some of these materials (including the *Biographical Dictionary of Architects in Maine*) will be digitized and made available to the public at the Commission's website.

The Commission's commitment to historic preservation education has been highly successful. A number of factors indicate that this program area should be continued and, if funding and staffing permits, expanded. Such increased educational initiatives might include programs designed for the public schools that introduce students to historic building types and explain why significant cultural resources should be preserved. The recent introduction of a historic preservation course at the University of Maine Augusta School of Architecture has resulted in several students working under the guidance of Commission staff to undertake National Register nominations, architectural surveys or documentation projects as part of their coursework.

The planning survey indicated that there is much interest in the publication of a statewide inventory of National Register sites. Since October of 2005, a photograph and property summary has been posted on the Commission's website for each newly listed National Register property in the state. In general, the Commission plans to continue to raise the awareness of preservation issues through pro-active preservation efforts that will appeal to the broadest audience possible. For example, the co-sponsorship of a statewide "preservation week" by the Commission is one possible way to increase interest in preservation issues in Maine.

In 1999, Governor Angus King proclaimed October of each year as Archaeology Month. The staff, working with the Maine Archaeological Society and numerous other institutions and agencies, brings the latest research in both prehistoric and historic archaeology to the attention of schools and the general public.

The Maine Archaeological Society, which celebrated its anniversary in 2006, is the primary non-profit providing archaeological education in Maine. The Society

currently has a membership of over 300, publishes a twice-yearly journal of articles, and holds two public meetings a year. The Commission and the Maine Archaeological Society have had a co-publication agreement for about 30 years that has allowed production of a monograph series of books: Occasional Publications in Maine Archaeology. This book series includes both prehistoric and historic archaeology. The thirteenth volume, *Fort St. George*, was published in 2007. The membership includes most of the professional archaeologists in New England, about 30 institutions, and about 200 avocational archaeologists. Most of the content of the Bulletin is written by professional archaeologist, and the lectures at the meetings are mostly delivered by professionals and students. In 2009, the Maine Archaeological Society, with the financial help of a local power company, printed about 2000 copies of a Maine Precontact Artifact Timeline poster developed by Commission staff archaeologist Arthur Spiess. The poster has been distributed to over 1000 school teachers, and several hundred individuals.

The Abbe Museum in Bar Harbor and the Maine State Museum in Augusta provide high quality museum exhibits and public education programs with archaeological content. The Abbe Museum runs a field school archaeological excavation, with laboratory and lecture sessions, open to members and the public every summer.

### **Public Education and Technical Assistance Priorities**

#### **SHORT TERM**

- Continue public lecture and workshop activities. Focus on specific audiences and address their particular needs for information on specialized topics. Target Aroostook and Washington counties.
- Provide the *Biographical Dictionary of Architects in Maine* in an electronic format from the Commission's website.
- Explore ways in which local preservation commissions and CLG's can provide more preservation education at the local level.
- Develop a news page on the Commission's website that summarizes current preservation related topics in the state, and provides full text copies of newspaper articles or links to media websites.
- Continue to encourage municipalities to participate in the Maine CLG program.
- Encourage CLGs to survey cultural resources within their jurisdictions, to prepare National Register nominations, update older National Register district nominations, and locally designate historic properties in their historic preservation ordinances.

#### **LONG TERM**

- Explore the possibility of co-sponsoring a statewide "preservation week" or "preservation month" as a way to raise the public's awareness of historic preservation.
- Assist preservation organizations and public schools in the development of a preservation education program as part of the state's educational curriculum.
- Encourage greater cooperation and coordination of preservation efforts between public and private advocates.

- Develop a means of distributing information about historic preservation to municipalities and historical societies on a regular basis.
- Work with local, state and national organizations to provide expanded training opportunities for local commission members.

## **H. ARCHAEOLOGY**

Archaeological fieldwork in Maine began about 1860 with the study of coastal shell middens, and subsequently with the search for grave goods from Native American cemeteries. Methods used in early excavations frequently lacked the scientific rigor of today, but nevertheless, contributed to a general understanding of Native cultures through the observation of material goods and the contexts in which they were found. Native occupation remained the focus of archaeological inquiry until the 1960s, when the archaeological investigation of European colonial sites also began. Thus, archaeology in Maine, as in other states, came to consist of two disciplines: prehistoric archaeology and historic archaeology. Prehistoric archaeology investigates evidence of Native American occupation from the earliest peopling of Maine during the Paleoindian period beginning ca. 12,000 calendar years ago, through the Contact period when Native groups were interacting with European explorers, fishermen and early settlers. Because Maine's Native groups left no written records and few surviving petroglyphs or pictographs, "prehistory" refers to the time prior to the existence of written documents. History and historical archaeology follows prehistory with the arrival and subsequent settlement of Europeans, some of whom left written records and many of whom did not. Alternative terms that have become more commonplace in recent years include "Pre-European" for "prehistoric," recognizing that some Native American oral traditions have survived, and "Contact" period for the archaeology of Native Americans after European arrival (and the first European written accounts of Native life).

The primary roles of the Commission in the field of archaeology are to maintain a comprehensive set of archaeological site records (including reports and maps), to survey new land acquisitions by the State if possible, to use current knowledge of Maine and regional archaeology as a basis for determining which sites are "significant" (or eligible for listing in the National Register), and to review various construction or other projects to determine if significant archaeological sites may be damaged by the project and require appropriate action. Section 106 of the National Historic Preservation Act and its implementing regulations (36 CFR Part 800) requires federal agencies to consider the effects of their funded, licensed, or permitted undertakings on properties that are listed in, or eligible for listing in, the National Register of Historic Places. The Commission also reviews state permitted projects under various statutes including the Site Location of Development Law, and provides advice to municipalities under some local ordinances. This project review function (Review and Compliance) has enabled the discovery of many significant prehistoric and historic sites in Maine, protection and/or archaeological excavation, and the integration of the data from these sites into the records and reports available to archaeologists and (with appropriate regard for site security and the problem of site looting) the public.



The significance of both prehistoric and historic sites is ultimately determined by the site's ability to meet one or more of the four NR criteria presented in Chapter 3. The criterion most often used for nomination of prehistoric archaeological sites is Criterion D ("yield or be likely to yield information important in prehistory and history"). A special category of Native American site, a "traditional cultural property," could conceivably be used to nominate late prehistoric and Contact period sites identified through ethnohistoric and/or oral historic information. Historic archaeological sites also are most commonly assessed for eligibility under Criterion D, but one or more of the other three criteria may also be applicable to a specific property. If a site is determined to be NR eligible or "significant", then every reasonable effort is made to protect the site that will leave the site intact for the future, or to recover archaeological information if a site can not be protected for the future.

Archaeological investigations are also generated by the need to identify cultural resources on newly acquired state conservation land, and occasionally on private land at the request of land owners. The goal of work in most of these cases is documentation of site locations so that this information can be included in long-range management plans that will ensure site preservation.

### **Archaeology Program Funding**

Archaeological investigations in Maine are funded by multiple sources. By far the largest category of funding is legally required archaeological work for proposing developments or needing permits for major facilities that are subject to the cultural resources review processes. Other sources of funds are Federal grants provided by the Historic Preservation Fund (HPF) and state survey funds provided by the Maine Legislature (often used as a match for the HPF funds). Archaeological inventory funding from the Land for Maine's Future program is a major source of funding for archaeological survey on state conservation lands purchased by the LMF program. The remaining sources of archaeological survey funds may be termed "other," including private cash donations, donation of college or university-paid time, land assessment funds from land trusts, and the important contribution of time donated by Maine's responsible amateur archaeologists.

### **Prehistoric Archaeology**

The chronology of the Native American past in Maine is divided into eleven time periods or cultural phases (see the Commission web site: <http://www.maine.gov/mhpc/archaeology/professional/contexts.html>).

To help determine the significance of prehistoric archaeological sites and their eligibility for listing on the National Register, Commission archaeologists have produced a written summary or *context* relevant to each period and the state of current research for all except the most recent two time periods (Later Contact period, and 19<sup>th</sup> century). These latter two contexts fall in the overlap of history and Native American archaeology. Production of these two contexts, we feel, require the combined expertise of historic and prehistoric archaeologists and close consultation with tribal historic preservation officers.

The heart of each context is a discussion of existing archaeological knowledge about the time period or cultural group, organized around twelve research significance themes (also on the web site). These twelve themes allow organized discussion of ongoing research trends and make clear which areas have been under-researched or have little applicable data. Furthermore, they help to clarify the site preservation attributes which can be used to judge what sites might “provide important information about prehistory or history” and, therefore, separate eligible from non-eligible sites or components of sites.

A single prehistoric archaeological site may contain remains from several time periods, each of which represents a separate archaeological component. It is the policy of the MHPC that any site containing a National Register eligible component is considered eligible in its entirety, with the exception that some physical portion of that site (e.g., plowzone, or a heavily disturbed portion) might be specifically excluded as non-contributing. Thus, many well-preserved multi-component sites have more than one prehistoric component that meets the eligibility criteria of one or more research significance theme.

The number of known prehistoric sites and their general quality and content varies substantially from one time period or context to another. For example, Paleoindian sites rarely contain more than a stone tool assemblage, whereas younger Ceramic Period sites often contain an artifact assemblage and features that preserve faunal (bone) and floral (plant) remains. Thus, a Paleoindian site with a partially disturbed scatter of stone tools will still contribute significant information to ongoing research questions about the Paleoindian period, but a Ceramic period site with the same level of preservation might not. Therefore, the details of archaeological site preservation that make a site eligible under Criterion D (“contributing information to the study of history or prehistory”) vary between time period (or archaeological “context”). The eligibility criteria for specific Contexts are available on our web site at:

<http://www.maine.gov/mhpc/archaeology/professional/contexts.html>

We are, of course, aware that archaeological sites can be eligible under Criteria A, B and C, but herein we are dealing with Criterion D only.

### **Prehistoric Archaeological Survey Results**

At present, there are about 5992 prehistoric sites documented in the MHPC’s archaeological survey records. Between January 1, 2006 and October 2010, 177 new sites were located and added to the records. This compares with 505 sites added during the five-year period 1995 through 1999, and 244 sites between 2000 and 2005. The average annual rate of discovery was about 100 new sites per year between 1995 and 1999. This number dropped to about 35 sites per year between 2006 and 2010. The decreasing rate of new site discovery is due to various factors including decreasing support available for survey grants from the HPF, a shift from hydroelectric relicensing surveys (which locate large numbers of sites around the impoundment margin) to site intensive level survey or excavation, and a general shift toward many smaller surveys. On a positive note, systematic surveys of conservation land purchased with access and

assessment funds by the Land for Maine's Future program have resulted in the discovery of a number of significant sites on lands that will not be developed, and thus will be preserved intact for the future.

Site significance is assessed when a prehistoric site is added to prehistoric site inventory, although many sites (2054 at present) are listed as "insufficient information" for a determination. Currently there are 151 sites listed in the National Register or judged eligible for listing by the Keeper of the National Register. A total of 2450 sites have been determined by Commission staff to be not significant or not eligible. Of the remainder, 1075 sites are listed as "possibly of local significance" (minimally meeting NR criteria) and 257 are listed as "highly significant (meeting NR criteria under multiple Contexts, or having clear and compelling research value). Thus, of the approximately 6000 sites, about 1/3 (34%) are of unknown significance, mostly because not enough archaeological fieldwork has been done to make a preliminary determination. Of the known site total, 41% are not significant, and the remaining 25% are significant. Discarding the sites with insufficient information, once a determination of significance can be made, 2450 are not significant and 1483 are significant. If this is a random sample of sites investigated, then 38% of sites (slightly more than 1/3) are judged to have research significance and to be eligible.

### **National Register Nominations**

In 1978 ten prehistoric archaeological sites had been listed on the National Register. By 2001 nominations from the MHPC had increased this number to 134, and by the end of 2009, 145 sites had been listed. A couple of these sites fall within National Historic Landmark districts. In the 16 years from 1978 to 1995, an average of 7.5 sites per year were listed. Many of these sites were nominated as multiple properties in response to major surveys, often generated by hydroelectric dam relicensing (Spiess 1994). Since the mid-1990s, however, more archaeological surveys have been generated by other types of projects, for example conservation land purchases. Similarly, an increasing number of archaeological site nominations to the NR have derived from single sites or small numbers of sites on smaller pieces of land that have been surveyed at landowners' request for management purposes or in association with conservation easements.

Priorities for prehistoric archaeological site nomination are currently driven by development pressure and archaeological site legal protection on conservation land. A few nominated sites have been located by HPF supported surveys within areas of development pressure and then nominated at the request of the landowner or upon agreement of the landowner when Commission staff explain the advantages of nomination. The majority of nominated sites, however, derive from non-HPF funded archaeological surveys in response to development projects, or as part of conservation land purchase assessment.

Maine's Antiquities Law (27 MRSA ss371-378) requires National Register listing (and other legal steps) for long term site legal protection. National Register nomination

of significant sites that may be under threat from looting, for example, would thus have a high priority for Nomination.

### **Predictive Models for Prehistoric Site Location**

The vast majority (greater than 95 percent) of archaeological sites in Maine are habitation/workshop sites at which Native Americans with a generalized hunter/gatherer or hunter/gatherer-horticultural economy both lived and worked. Much rarer site types include cemetery sites, pictographs or petroglyphs, and quarry-related workshop sites. The latter, quarry/workshop sites, are predictable from bedrock outcrop maps. The rare cemetery and pictograph/petroglyph sites tend to occur within the shoreland zone near habitation workshop sites, so their presence is covered by the other predictive model for habitation/workshop sites.

The predictive model for habitation/workshop sites (most often referred to as the predictive model for “sites” in general) is based on the fact that over 98 percent of habitation/workshop sites are located adjacent to a body of water that is navigable by canoe. For most of Maine prehistory, except the Paleoindian period, Maine was covered by a dense forest, and people tended to live and travel along waterways. They camped for a season or built their villages on areas of low slope adjacent to water shorelines, usually on the best drained area of low slope within a stretch of several hundred yards of shoreline. Thus, any canoe-navigable water body shoreline is considered a potential area for a prehistoric archaeological site.

This predictive model is complicated by the fact that water body shorelines have changed in some cases in the last 11,000 or 12,000 years. Such changes include abandonment of river channels, post-glacial uplift of the interior causing lake levels to change, or down-cutting and abandonment of river banks. Thus, not only must we consider the banks and flood plains of existing canoe navigable bodies of water, but we must also consider fossil shorelines as areas of archaeological potential. The coast of Maine has been sinking, and the coastline therefore has been progressively inundated, beginning about the time of initial Paleoindian habitation. Therefore, “fossil” marine coastal shorelines formed since Native Americans have been in Maine are all now underwater. A few archaeological sites, composed of scattered and damaged large stone tools, have been found offshore, primarily by scallop draggers (see “Underwater Prehistoric Sites” section below).

Approximately 2.5 percent (157 of 6015 in 2011) of sites are located away from water shorelines, either fossil or existing. Except for eleven quarry sites, 90% these sites are located on well-drained glacial outwash sand or slightly gravelly sand soils. They are often near a small upland stream, a rise in the landscape providing a good view, a large marsh complex, or a sand dune field providing some topographic variation. Of the 146 non-quarry “away” sites, 58 sites have no known cultural affiliation leaving 88 “away” sites where cultural affiliation is indicated. Of these 88 sites, 44 have Archaic Period components, 30 have components that are Paleoindian in age, 20 have Ceramic Period Components, and 2 have Contact Period components. The majority of the

habitation/workshop sites located away from water on sandy soils are either Archaic or Paleoindian in age.

Enough survey of Maine has been accomplished to assert that habitation/workshop sites are rarely or never found on till-based soil or other poorly drained soils away from water body shorelines. This predictive model for habitation/workshop sites has been tested numerous times in recent years with “cross country” surveys for gas pipelines, power lines, and fiber-optic cable lines. A small amount of “random” testing, and testing of low or medium-probability landforms, is included in some of these surveys, and all surveys include walking the line route to inspect soil exposures, in addition to intensive testing of “high” probability land forms near water. For example, of 22 sites found on the Maritimes and Northeast Pipeline survey, 19 (86%) were located in areas judged by the predictive model, in advance, to have high archaeological potential, 3 (14%) in areas judged to have medium archaeological potential, and none (0%) in low potential areas (Will 2000).

Thus, the predictive model for prehistoric (habitation/workshop) sites in Maine is essentially bi-partite, with one being focused on water shorelines or “fossil” water shores, and the other being focused on well-drained sandy glacial outwash soils with some sort of an additional factor such as topographic relief or upland stream presence. This predictive model is used virtually every day in Review and Compliance project review, with the decision of whether or not to require archaeological fieldwork being made on the basis of topography, surficial geography, and water body shoreline presence.

### **Underwater Prehistoric Sites**

Geological reconstructions of the Gulf of Maine indicate that the approximate time of arrival of Paleoindians and the first settlement of Maine (about 13,000 cal yr, or 11,000 radiocarbon years) was also a time of maximum postglacial exposure of dry land on the inner continental shelf. Various data developed primarily by the University of Maine (Orono) indicate that land to a current depth underwater of approximately – 65 to 70 m (about 200 feet) was exposed dry land at the time. Sea level rise, at varying rates, has characterized the Maine coast since. All coastal archaeological sites with intact, uneroded deposits above the reach of the high tide now are no older than about 5000 years along the Maine coast. Uneroded sites with 4000 to 5000 year old components are rare. Most “coastal” sites that have survived sea level rise are no older than about 3000 years. Thus, the archaeological record of coastal habitation for the Paleoindian, Early and Middle Archaic periods is now underwater.

Fishermen (mostly scallop draggers) have dragged up stone tools from several locations along the Maine coast, indicating probable now-submerged prehistoric site locations. The potential for a submerged prehistoric archaeological record, coupled with threats of disturbance of the sea floor from development, including anchors for large offshore windpower installations, and buried power cables, has focused recent research attention on these sites. A NOAA Ocean Exploration grant (NA07OAR4600295) for 2007 to 2009 was used by principal investigators from University of New Hampshire, University of Maine, and the Maine Historic Preservation Commission to complete

detailed bottom and subbottom mapping and geological coring in an area southwest of Bass Harbor, where stone tools of about 8000 year age had been recovered. The research succeeded in finding intact, terrestrial deposits (salt marsh and tombolo beach) and reconstructing a time series of local geomorphological changes as a near-shore freshwater pond was breached by rising sea level. The stone tools recovered by draggers came from a beach deposit adjacent to the former pond, exactly the sort of environment where coastal sites are found today above water.

The combination of sea level rise data and geomorphological data allowed the U. Maine project geologists to conclude that submerged landscapes may most often survive (with prehistoric sites) between 17 and 22 m depth, with associated ages of between 11,500 cal years and 7500 cal years before present. These results are now being used to require appropriate remote geological sensing surveys on Federally or state licensed offshore development. This information thus constitutes a “new” predictive model for prehistoric archaeological sites now underwater.

### **Review and Compliance Results**

The results of archaeological survey for Review and Compliance projects are presented below for two periods of time that we have examined in detail.

#### *1999 Surveys*

The Commission staff reviewed 2,126 projects in calendar year 1999, including reviews for archaeological sites on over 90 percent of these. The vast majority of these projects were reviewed by applying our predictive model of site locations if the area had not been previously surveyed, or by noting the presence or absence of archaeological sites if it had been previously surveyed. An archaeological survey was required in 89 cases (4.2 percent of the total). Approximately half of those localities determined to require a survey are not actually surveyed, at least not immediately. Sometimes a project is cancelled for unknown reasons or is cancelled for highly public reasons such as changes in economics or financial backing. Some projects are redesigned to avoid the archaeologically sensitive area, while others are postponed for a number of years only to resurface later.

Three of the 1999 projects that yielded archaeological sites proceeded through intensive level survey or further and produced significant results. All of these sites would have been destroyed without the Review and Compliance legislation and review system. One site containing Ceramic Period features including hearths, ceramics, and stone tools was found by a Department of Transportation bridge project near Sebago Lake. Another site was located on a sandy knoll that was designated for use as a sand borrow source for a cranberry bog in York County. The site contains a Late Archaic component and a Ceramic period village with hearth features. Finally, survey in advance of construction of a Wal-Mart store in Oxford located an extremely rare Late Paleoindian site dating about 10,000 years old, consisting of four discrete, undisturbed stone tool concentrations. Presumably these were four work areas in/around four living structures, probably all occupied at the same time. Extensive survey around the property indicated that the entire site was contained within the area proposed for construction of the loading dock and

associated parking area. Rather than redesigning or relocating their store, which was one option presented to them, Wal-Mart made the decision to pay for the complete, careful excavation of all four concentrations, as well as their analysis and reporting.

#### *2000-2004 Surveys*

During this period, MHPC staff reviewed a total of 13,200 projects. Archaeological survey was required for about 400 of these and 110 Phase I reports were received and added to the prehistoric documentation database. About 260 archaeological survey reports were sent to the MHPC by archaeological contractors between January, 2000 and the first half of 2005, but many of these were follow-up Phase II and III reports, surveys of conservation land purchases, and publications. Thus, approximately 30 percent of required surveys were completed, probably because of delays in project initiation or changes in financing or plans. A total of 88 sites were located by these 110 surveys, an average of 0.8 sites per survey.

Notable sites identified during this period include the late prehistoric Dow site (38.11) on a small tributary stream of the Kennebec River that would have been disturbed by installation of a fish-restriction dam. Two sites were found in the planning areas for a new international bridge near Calais and were avoided. A small Ceramic period site in Newport (71.30) was found to contain Ceramic period hearth remnants loaded with fish bone, in advance of the site being covered with fill to protect it. Four stratified sites on the Kennebec River were discovered during planning for a new bridge near Skowhegan, and several sites were found by small subdivision projects, and were protected from damage by changes made to construction plans.

#### **Covenants and Easements**

Archaeological conservation easements that include reference to archaeological assets on a property have become more commonplace in the last decade (Table C&E). With one exception, these are prehistoric archaeological sites. In Maine, conservation easements designed to protect archaeological sites, called Preservation Agreements, are created pursuant to Maine statute (33 M.R.S.A. § 1551-1555 inclusive, as amended), and the Maine Historic Preservation Commission is a governmental body empowered to hold an interest in real property as defined by 33 M.R.S.A. Section 1551 (A). Currently, 25 sites are covered by conservation easements or Preservation Agreements held by the Commission.

The Commission has accepted conservation easements from Federal agencies and national organizations before property was turned over to the private sector or other owners, such as the easement on site 69.8 and other sites on the Tracy Farm in Starks, and the easement on the Father Rasle Mission site (69.2) and the The Pines site in Madison. Both the Tracy Farm site and the Father Rasle Mission site are contributing sites within a National Historic Landmark district.

**Table 5.** Prehistoric sites with conservation easements or Preservation Agreements held by the Maine Historic Preservation Commission

Site Number	Town	Site Name/Comment
007.037-	Waterboro	CMP Right-of-Way
008.028-	Scarborough	Red Brook Site
017.076-	St. George	Allen Island
017.168/169	Cushing	Gaunt Neck sites
023.013	Auburn	Auburn Airport
028.008/049	Warren	
028.049-	Warren	
035.019-	North Turner	Bear Pond Village
043.108-	Lamoine	
059.021-	Sullivan	
069.002	Madison	Father Rasle Mission
069.048	Madison	The Pines
069.004	Embden	Hodgdon Site
069.011	Starks	Tracy Farm
069-023, 024, 027, 040	Starks	Also Tracy Farm
069.8, 031	Norridgewock	Flamm
074.019	Bradley	
090.003	Milo	Brigham Site
107.004	Medford	
ME 161-016	Freeport	16 Lambert Road Devel.

In addition to protecting such nationally-important sites, the MHPC accepts archaeological conservation easements on National Register eligible sites of local and state significance as well. Maine is, perhaps, unique in having a state statute (27 MRSA 371-378) that extends state responsibility for protecting archaeological sites on private property from looting, with the permission of the landowner. The statute applies to sites on private property that are listed on the National Register, posted, and subject to a conservation easement or preservation agreement between the owner and the Commission. The MHPC also accepts conservation easements for sites that are discovered during planning for subdivisions or other construction projects, in an effort to provide permanent protection from unauthorized excavation as well as construction. Site ME 16-163 is an 18<sup>th</sup> century Euro-American site, while the rest are Native American.

### **Tribal Historic Preservation Offices**

Revisions to the National Historic Preservation Act of 1966 formalized a role for Native American tribes in archaeology and historic preservation. These revisions require consultation by Federal agencies with tribes under Section 106, and encourage consultation and co-operation between the State Historic Preservation Office (SHPO) and tribes on many issues. If a tribe meets Department of the Interior standards for staff expertise or access to expertise through consultants, and formal recognition of the



importance of historic preservation (often archaeology) within tribal government with an appropriate tribal government function, then the Department of the Interior and other Federal agencies recognize a designated Tribal Historic Preservation Officer (THPO) for the tribe. The THPO fulfills some or all of the functions of the SHPO on Reservation and Trust lands. Some tribes leave some historic preservation functions with the SHPO, even for tribal lands. The responsibilities assumed by the THPO or left with the SHPO are referenced in an application document made to the Department of the Interior prior to THPO status confirmation, plus additional agreements (if any) between the SHPO and the Tribe.

There are three tribes with THPO status in Maine: the two Passamaquoddy tribes (with one, joint THPO, currently Donald Soctomah), and the Penobscot Nation (THPO currently Bonnie Newsom). The Maine Historic Preservation Commission supported the applications for the THPO offices and maintains a close working relationship with both. The Penobscot THPO has assumed all duties on Penobscot tribal lands. In fact, Ms. Newsom is a professional archaeologist with a Master's degree in archaeology (technically, Quaternary Studies) from the University of Maine. The Passamaquoddy THPO has assumed all functions for archaeology on tribal land, but has left the responsibility for assessment of National Register eligibility and effect on structures (buildings) with the SHPO under a joint agreement. The Passamaquoddy THPO is an historian, currently compiling place names, place-based legends, and other geographic information retained by members of the tribe.

### **Acquisition of Sites**

The 2007-2008 session of the Maine Legislature added "significant archaeological sites on undeveloped land" (paraphrased) as a criterion for state conservation land purchase through the Land for Maine's Future program, at the request of Representative Donald Soctomah of the Passamaquoddy Tribes. Acquisitions with these funds are thus limited to sites that are eligible for listing or listed on the National Register of Historic Places ("significant") and are located on land that would generally have other conservation values (undeveloped land). Archaeological site acquisition must compete for grant funding with other conservation purchases. The Maine Historic Preservation Commission and conservation partners (The Archaeological Conservancy and a local land trust) have secured a \$228,000 LMF grant toward a \$330,000 purchase of 14.2 acres of archaeological site 25.45 in Dresden. This site is one of the largest and densest habitation sites of Early, Middle and early Late Archaic age in New England. The closing on the property is pending in late 2010 or early 2011.

### **Prehistoric Archaeology Priorities**

#### **SHORT TERM**

- Continue the joint public education efforts with the Maine Archaeological Society in publishing books and a semi-annual journal.
- Continue integration of survey and Review and Compliance results into databases and into GIS (computer) maps of site locations and archaeologically sensitive areas. Most of this information will be utilized by municipalities and land trusts

for planning purposes, a use of these data that has grown rapidly in the last five years.

#### LONG TERM

- Continue to work closely with Penobscot and Passamaquoddy THPO on archaeological matters, exchanging data and asking for consultation when appropriate.
- Continue to map archaeologically sensitive areas in municipalities as part of the Growth Management process.
- Continue Paleoindian site identification, survey, and data recovery if threatened
- Continue archaeological survey activity on Land for Maine's Future conservation purchases and co-operatively with multiple land trusts.

#### **Historical Archaeology**

The field of historical archaeology in Maine began in 1976 when an historical archaeologist was added to the staff of the MHPC and the preservation of archaeological sites of the historic period began to be addressed. This addition complemented survey programs for prehistoric sites and architectural resources. The field was greatly enhanced in 1978 with the hiring of an historical archaeologist (with substantial assistance from the Commission), at the University of Maine, Orono. [This individual retired in 2010, and has not been replaced by the University.] Since then, partly due to trained individuals moving into the state and partly due to "home-grown" talent from the University program, the number of historical archaeologists who have worked or are working in Maine has grown to approximately a score.

One of the first actions in 1976 was to examine the range of resource types that existed in the state and which were most in need of preservation. The early colonial period was recognized as most sensitive and therefore became the priority for identification, evaluation, and protection. This period is subdivided into three phases: Early Settlement (1604-1675), Indian Wars (1676 to early 18<sup>th</sup> century), and Resettlement Period (early to mid-18<sup>th</sup>-century). These sites were recognized as the scarcest, poorest documented, and most prone to destruction by vandalism, development, and natural degradation.

Another group of sites was also recognized as deserving attention. These included sites representing the earliest settlement of Euro-Americans in a given area regardless of period. The sensitivity of these sites was due to their generally poor documentation, vulnerability to subsequent expansion of communities, and the potential for data regarding adaptation of new populations to wilderness areas. In addition, sites relating to important Maine events or industries were recognized, resulting in surveys of such sites as Fort Edgecomb and Fort Sullivan, as well as reconnaissance-level projects in the areas of Baxter State Park and the White Mountain National Forest to identify 19<sup>th</sup>-century logging industry sites and extinct agricultural communities. Other sites of interest that are just beginning to be looked at are those that can shed light on such topics as ethnicity, race, gender, and religious diversity in Maine.

## **Archaeological Investigations of Historic Sites**

As with prehistoric sites, archaeological investigations of historic sites are conducted under HPF grants focused on research and preservation-oriented projects, and through the process of project review. Examples of investigations conducted under both are outlined below for some regions of Maine.

### *York County*

Primary documents make clear that coastal and riverine areas of York County were not only some of the earliest settings of Anglo-American settlement, but that in the 17<sup>th</sup> century the majority of the English population was concentrated there. The York County Archaeological Survey concentrating on the towns of Kittery and, especially, York, identified dozens of 17<sup>th</sup>- and early 18<sup>th</sup>-century sites, many of them far more distant from navigable water than had been previously thought. Thus one of the outcomes of this work was an adjustment of the predictive model for the location of early colonial sites for towns like York, which were intensively populated before 1700. More recently, MHPC funding supported the survey of maritime-related sites, including shipwrecks, in the intertidal zone of Cape Neddick (York), Wells, and Kennebunk. Important 17<sup>th</sup>-century sites in the Salmon Falls area (South Berwick) were also identified [when?].

### *Upper Kennebec River Valley*

Begun in 1984, the Upper Kennebec Archaeological Survey was funded on an annual basis by the MHPC through 1994. Initially this long-term project focused on the military sites that made Anglo-American resettlement of the region possible in the early to mid-18<sup>th</sup>-century: Forts Richmond (1719), Shirley (1752), and Halifax (1755). Subsequently, the site of the Cushnoc Trading Post in Augusta (ca. 1628-ca.1671) was excavated and the results published by the Commission, leading to the site's designation as a National Historic Landmark in 1993. Cushnoc, it was learned, was of post-in-ground ("earthfast") construction, a building technique long known to be typical of the Chesapeake region in the 17<sup>th</sup>-century, but unheard of in New England. The Upper Kennebec Archaeological survey also tested the site of the 1649 trading post "Nehumkeag" in Pittston, another earthfast structure. A "sister" trading post to Nehumkeag, Taconic, built about the same time as the Pittston post but in Winslow on the future site of Fort Halifax, was also found and tested.

### *Mid-Coast*

For nearly a century, the Maine Mid-Coast Region has been synonymous with historical archaeology, due to the early and intensive antiquarian interest in the fortified village of Pemaquid (ca. 1625 - 1676). This activity, intensively pursued from the mid-1960s on, has and continues to showcase the value of historical archaeology for the general public, as each year more than 60,000 students and tourists visit Pemaquid's on-site museum and walk among the excavated remains. In addition to work at Pemaquid, all through the 1970s the Clarke and Lake Company Site in Arrowsic (1654-76) was investigated, leading to a master's thesis and a Commission publication. The Commission's interest in the region has indeed extended well beyond Pemaquid, with 1979-80 surveys on Damariscove Island (1622 on), Sagadahoc Island (1677-89), on the

Pemaquid Estuary from 1984 to the present at the Montouri Site (ca. 1650-76), and in the Edgecomb area in 1985, especially at Fort Edgecomb (1808), another highly visible public education vehicle. In addition, small-scale excavations on the James Phips Site (1648-76) in Woolwich have been undertaken, revealing another post-in-ground building.

#### *Penobscot Valley*

The Penobscot River, from Penobscot Bay to the vicinity of Old Town, was an early and important artery for French Acadian activity beginning before 1614. Subsequently, during the Resettlement Period, it became a prime focus of Anglo-Americans which led to the establishment of Bangor. Work in this region is embryonic, but an important start has been made. Early documents relating to French activity have been located, and a beginning has been made to look at sensitive sites, starting with the Fort Hill area of Veazie, known to contain Contact period Native American deposits and the site of an Anglo-American fortified trading post probably post-dating 1759. Continuing surveys to identify 1779 Penobscot Expedition shipwrecks on the Bangor and Brewer shores is noted below under Underwater Archaeology.

#### *Penobscot Bay*

The eastern side of Penobscot Bay was the focus of 17<sup>th</sup>-century French Acadian settlement in Maine, centered around Fort Pentagoet in Castine (1635-74). In 1981 the Commission provided seed money which led to major National Endowment for the Humanities-funded excavations on the eroding but fortunately mostly intact fort, with spectacular results. The site report, internationally published in part by the Commission, is like the site itself, of international significance and as with the Cushnoc project, led to a National Historic Landmark designation in 1993. Other MHPC-sponsored surveys have looked at sites on Naskeag Point (Brooklin) in 1981 and the Bagaduce River (Castine, Brooksville, Penobscot) in 1983 and 1984. The latter work focused on the very important site of Baron Castine's Habitation and associated Indian village (ca. 1675). It was from this place that devastating military expeditions against Pemaquid were launched in 1689 and 1696. The Habitation was likewise designated a National Historic Landmark in 1993.

In 2001, funding was provided by the Commission to begin a survey of Witherle Woods in Castine. This area contains military sites from the Revolutionary War Penobscot Expedition, and sites from the War of 1812. Funding through the CLG program was granted in 2002, 2003, and 2005. To date 41 sites have been identified.

Development and erosion are a tremendous threat in this region. Historical research has pinpointed areas sensitive for very early Acadian settlements in half a dozen diverse locations that should be surveyed as soon as possible. In 2000 and 2002, funding was secured to mount a reconnaissance-level survey for these sites in the Frenchman Bay area. So far the survey has identified 61 new sites.

#### **Underwater Archaeology**

Thousands of shipwrecks litter the Maine coast. The Commission has made a start at addressing this resource. In 1975 co-sponsorship of underwater survey in

Stockton Springs harbor confirmed the presence of the “Defence” (1779), which was subsequently excavated, largely thanks to Commission development grants. Small survey grants from 1980 to 1982 focused on the waters of Pemaquid Harbor and around Damariscove Island, while a larger grant enabled survey from the mouth of the Piscataqua to the Isles of Shoals. In 1999, with Commission support, the University of Maine and the U. S. Navy began a survey to study several shipwrecks in the Penobscot River that were lost in the disastrous 1779 expedition to dislodge the British from Fort George in Castine. Since forty or more Massachusetts and U. S. Navy vessels were lost in this operation, this research is only a small-scale continuation of a long-term priority due to the fact that these resources are at particular risk of being lost due to a threatening natural environment that accelerates degradation.

Meanwhile, recognizing the need to have at least a minimal data base for reviewing proposed dredging and related activities, in 1981 the Commission began to develop the Maine Shipwrecks Inventory. Most of the entries (numbering over 1,300 as of 2010) are based on primary or secondary references to ship losses, although some are supplemented by on-site observations of sport divers, reported in the press or directly to the Commission. The wrecks have been plotted geographically by region and chronologically by century onto a composite map, which is updated whenever new entries are added to the inventory. Over the coming decades modest survey grants for remote sensing and reconnaissance-level diving observations should be made, perhaps focusing on the waters around the score or so of ledges and promontories that are known to have wreaked the most havoc on shipping over the past 350 years. Management of this resource, which the State of Maine claims as its own, ultimately requires that we understand what is physically out there and deserving of protection.

### **Maine Historic Archaeological Sites Inventory**

Beginning in 1976, the Commission developed a program of documenting and numbering historic archaeological sites on a town-by-town basis, and two years later the Maine Historic Archaeological Sites Inventory was formally established. Initial documentation was maintained on paper cards. The system was recently computerized by the University of Maine and this database has grown from several hundred to over 4000 entries by 2010.

The Historic Archaeological Sites Inventory is accessible to multiple archaeologists who have been issued a password and identification number. These individuals can enter archaeological site information and assign the (next) archaeological site number in a town to sites that they enter. The approach of multiple authorship for this database is different from the prehistoric archaeological site database maintained in-house by Commission staff. The Historic Archaeological Sites Inventory has resided on a computer server (or servers) at the University of Maine, Department of Anthropology. Lacking an historic archaeologist [now, 2010], the University can not maintain these servers beyond spring, 2011. A new physical location for the database servers will have to be located.

## **Planning and Historic Archaeology**

At present, there is no comprehensive list of “Contexts” or themes around which to organize historic archaeological determinations of National Register eligibility. Planning for historic archaeology has taken the form of development of three contexts, none of which has been completed.

In the wake of passage of the federal Abandoned Shipwreck Act of 1987, the Commission prepared its Maine Shipwrecks Management Plan. This document, which is no more than a summary of the issue, considered the history of underwater archaeology in Maine, the state and federal laws, the various interest groups and concerned agencies and institutions, and the current status of the Maine Shipwrecks Inventory. It also grappled with the challenging issue of criteria of significance for wrecks. Key members of the sport diving community have embraced the plan, as it stresses the essential roles all interested parties must play in identifying and protecting this particularly vulnerable resource.

The phenomenon of suddenly (about 1980) recognizing (mostly seventeenth century) earthfast architecture on Anglo-American sites in Maine has been noted. This recognition of a previously under-recognized resource resulted in a multiple-author paper on the subject which was presented at a vernacular architecture conference. Identifying the archaeological signature of earthfast architecture requires the use of remote sensing when available, and excavation of many shovel test pits and larger units. Work on a multiple property nomination of earthfast structure archaeological sites in Maine was begun in the 1990s, but not completed. Seventeenth century, Anglo-American earthfast architecture and associated archaeological sites should be a high priority for Context development.

Probably the most common historic archaeological site type found in Maine is the 19<sup>th</sup>-century farmstead. A million acres of farmland were abandoned after the Civil War and reverted to forest, leaving domestic and farm building archaeological sites. A draft context has been written for farmsteads which, when completed and implemented should provide a uniform, consistent method for treating this site type.

Finally, we have recognized that there are many archaeological sites in Maine associated with water-powered mills. These begin in the early seventeenth century, with perhaps the earliest water-powered sawmill in English-speaking North America in Berwick. A water-powered mill context, considering the types of mills, their location, ages and preservation, and establishing National Register eligibility criteria, has been substantially written and is awaiting completion.

## **Historic Archaeological National Register Nominations**

The first Maine nominations of 1969 included historic archaeological sites, such as Pemaquid and the Popham Colony, or properties with important historic archaeological components, namely, most of the state-owned forts. It was not, however, until the Commission acquired staff expertise in this discipline in 1976 that additional historic archaeological sites could begin to be identified and evaluated for nomination.

At that point Maine's earliest fishing station sites became the focus, including Damariscove and Richmond's Islands, as well as an amendment to the previously-nominated Isles of Shoals Historic District. Subsequently, in the late 1970s important fur trading centers were addressed, including the Colonial Pemaquid Archaeological District (replacing and expanding the geographical coverage of an outdated 1969 nominations). In due course the Cushnoc Trading Post site was nominated, the first of the very early earthfast sites to be identified.

Working closely with the staff of the National Park Service's Mid-Atlantic Region, the MHPC sponsored two sites, Colonial Pemaquid and Cushnoc, for National Historic Landmark designation. Two other sites identified with Commission support, Fort Pentagoet and Castine's Habitation, were also subjects of this initiative. All four became NHLs in 1993.

The Commission has nominated a few more historic archaeological sites, including some that are very complex. In 1995, Swan Island Historic District, with its important archaeological components dating from the mid-18<sup>th</sup> century to the early 20<sup>th</sup> century, was placed on the National Register. About 2005, a revised nomination for the Phinny site, the Continental Navy Brig "*Diligent*" was submitted to the National Register through a joint effort by the Commission and the U. S. Navy. The Navy has never completed action on this nomination.

### **Historic Archaeology Priorities**

#### **SHORT TERM**

- Continue to identify and evaluate English and French sites from the early colonial period, particularly in areas experiencing severe coastal erosion.
- Complete the three historic archaeological contexts that have been started (earthfast structures, farms, and water-powered mills).
- Complete a list of contexts for historic archaeological sites that is logical and comprehensive, including logging, mining, and urban sites.
- Move the physical location of the computer servers housing the historic archaeological database to a new, secure location, possibly at the Commission in Augusta.

#### **LONG TERM**

- Continue to expand the Maine Shipwrecks Inventory based on documentary sources and underwater remote sensing survey
- Explore mechanisms for erecting erosion control devices at severely threatened sites, based on erosion control study at Colonial Pemaquid State Historic Site.
- Continue the development of a GIS-based database which identifies surveyed areas, individual properties, sensitive areas and assigns National Register eligibility status to individual sites.

## **I. INFORMATION MANAGEMENT OVERVIEW**

The Commission regularly provides cultural resource information to a large number and varied body of individuals and organizations. The Commission continues to emphasize the development and upgrade of electronic data in order to better organize, store and present our data.

The Commission's cultural resources inventory consists of several types of both hard-copy and digital data. Databases capture relevant data from original survey reports, project applications, site or inventory forms, paper maps and our large collection of visual media relating to Maine's history. Some of the Commission's resource inventory has been digitized geographically, while other data have been scanned and saved to CDs; in the case of reports and survey forms the scans are converted to searchable *pdf* documents. Records from all the Commission's databases can be sorted or queried to answer a variety of questions from a wide range of interested parties: academic and professional researchers, collectors, publishers, teachers, environmental consultants, project managers and more.

Information is collected and reported to the Commission from multiple sources including professional surveyors, avocational historians and archaeologists, property owners and amateur collectors. While much data entry is done internally, historic archaeological site entries are entered, and can be edited, through the Historic Sites Inventory by professional surveyors via a website application. To date, the historic archaeological sites database has been jointly managed by the Commission and the University of Maine but the Commission intends to become the sole owner of this data set and website in the near future. A similar web based system has also been developed for architectural resources. Prehistoric archaeological sites and surveyed areas are reported to the Commission on paper and the information is then mapped, both on paper and digitally, and also listed in the corresponding databases.

The Commission maintains an extensive library of published articles on Maine's historic, historic archaeological, and prehistoric archaeological resources. This published information is the most accessible to the public. In addition, the agency maintains a set of all archaeological and architectural survey documents generated by either contract or HPF funded surveys. This inventory is available, with permission and oversight, for both general and professional use. The Commission has scanned and archived some of these reports, many of those concerned with prehistoric archaeology, as searchable *pdf* files which are stored on CDs at its offices in Augusta.

Beginning in the late 1990's, relevant material from all the Project Review applications upon which the Commission has consulted since 1986, has been scanned, converted to searchable *pdfs* and archived on CDs. The ability to retrieve these project packets is crucial to our Review and Compliance Program.

### **Mapping Data**

Since many of the inquiries the Commission receives typically relate to whether or not a historic cultural site or sites is present in a particular place, our ability to map the



resource data is very important. We have several levels of geographic data present within our various databases. Some of the data are limited simply to the town in which a structure or site may reside, but many of the locations are sited more specifically through UTM coordinates or digitized boundaries. Currently, all properties added to the National Register and all archaeological sites recorded by our office have UTMs entered into their corresponding databases. Using the recorded UTMs each of these resources can all be represented as a point on a map. This detailed point information, along with larger digitized areas showing archaeological sensitivity, areas previously surveyed or Historic Districts, is highly useful as Commission staff reviews project applications or respond to other inquiries.

In some cases UTM coordinates have been captured with GPS equipment and are accurate to within 10 meters or better, but for most sites the UTMs are located more generally using U.S.G.S. topographic maps and aerial views. The majority of archaeological surveyors in Maine report location data with reference to the NAD83 datum as this has become standard for many federal and state agencies, most notably Maine's Office of GIS (geographic information system). Both the prehistoric and historic archaeological survey forms now require the identification of the datum referenced. For the properties listed on the National Register of Historic Places both NAD27 and NAD83 UTMs are maintained by MHPC as Washington still uses the former. Commission staff is actively confirming and, if necessary, correcting UTM data in the prehistoric archaeological sites database. Confirmation and correction of mapped National Register properties and historic archeological sites by Commission staff is also an ongoing task that is generally addressed on a case-by-case basis.

The locations of National Register Properties are generally available to the public but this is not the case for archaeological sites. Though the UTMs recorded for most of our archaeological sites are often not pinpoint in accuracy, we consider them accurate enough to make sites vulnerable to looting. In order to protect this point data, it is provided only to land owners or legal land managers and to professional, approved surveyors. However, broad locational data is furnished to the public in the form of half kilometer squares which show general site locations; enough to give planners and other interested parties a "head's up" without compromising the safety of the sites.

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## Appendix A: A Brief History of the Preservation Movement in Maine

The impulse to preserve the past in Maine is at least as old as statehood itself. In 1824 Henry Wadsworth Longfellow (then a student at Bowdoin College) published a poem in the *Portland Advertiser* entitled “Old Parish Church” lamenting the planned demolition of Portland’s Old Jerusalem Meeting House (1740). Just five years earlier, delegates had assembled in Old Jerusalem to create a new government that effectively separated Maine from the jurisdiction of Massachusetts in 1820. Despite the concern expressed by Longfellow and a number of other Portland citizens, the meetinghouse was razed in 1825 to make way for a new church.

Another early preservation effort began in 1866 when the *Portland Transcript* reported that Montpelier, the Thomaston home of Revolutionary War hero General Henry Knox, was “tenanted by several families, falling to ruin, the lawn immediately in front of the beautiful ‘oval room’ was used as a shipyard and covered with lumber.” Responding to the growing public interest in the site, the Maine Legislature appropriated \$3,000 for the preservation of the mansion, provided that the towns of Knox County could match the amount. The towns were unable to raise the sum, and the house was demolished in 1871. Ironically, the non-profit General Henry Knox Museum now owns the replica of Montpelier, constructed in 1929-30 through funding provided by the publisher Cyrus H. K. Curtis.

On the eve of America’s centennial, an increasing awareness of the state’s history and historic resources was evident. This emerging interest was reflected in the state’s newspapers, which began to report on local efforts to preserve historic buildings in the early 1870s. Probably the earliest success story was the preservation of the Walpole Meetinghouse, which in 1872 was restored so that according to the *Gospel Banner* of Augusta, “The pews, the pulpit, the galleries, the doors, the windows are in precisely the same form and style as when originally constructed.” By the end of the 1870s a number of equally successful church preservation efforts had been undertaken.

In addition to meetinghouses, early forts engendered preservation activity in Maine during the late 19<sup>th</sup> century. Fort Edgecomb (1808) is generally considered to be one of the most important pioneering preservation efforts in the state. Erected during the unsettled period prior to 1812 as part of the defense system of Wiscasset Harbor, its octagonal frame blockhouse ceased to be functional after the Civil War and was subsequently abandoned. Through the efforts of a wealthy local citizen, permission was obtained from the Secretary of War to repair the structure with private funds. A grassroots organization was formed, and an appeal requesting donations for the restoration of the fort was initiated. The appeal was successful, and soon after the fort was restored and opened to the public. Fort Edgecomb remained in Federal ownership until its acquisition by the state in 1923. The Bureau of Parks and Lands presently owns and operates ten historic forts in Maine. The preservation movement in Maine entered a new phase at the turn of the 19<sup>th</sup> century with the establishment of the Old Gaol in York and the Wadsworth-Longfellow House in Portland as museum buildings. Erected as the county prison in the early 18<sup>th</sup> century, the Gaol was opened to the public by the York

Improvement Society in 1900. The following year, Henry Wadsworth-Longfellow's sister Anne Longfellow Pierce willed the family homestead (1785-86) to the Maine Historical Society.

The establishment of a great many historic house museums, historic sites, and historical societies in the state took place during the first decades of the 20<sup>th</sup> century. The interest in Maine's past seems to have peaked with that of the rest of the nation during the Colonial Revival movement of the 1920s and 1930s. The 1930s also witnessed the commencement of the Historic American Buildings Survey (HABS) in Maine, the first phase of which lasted from 1934-1941. It is from this period that the preservation movement today still draws much of its inspiration and momentum.

In the post-World War II period, Maine experienced a pent up demand for new buildings, both residential and commercial. As in so many areas of the country, the ensuing period of "urban renewal" and the introduction of the interstate highway system resulted in the loss of many significant cultural resources in Maine. It was the 1961 demolition of Union Station in Portland that prompted local concerned citizens to create the preservation organization Greater Portland Landmarks in 1964. Two years earlier, a survey had begun to inventory and document the community's historic architecture. Other towns such as Hallowell began to identify and assess its historic resources during the 1960s, but each operated in relative isolation unaware of efforts being made in other communities. In addition, after a lapse of nearly two decades, HABS recording teams were again at work in the state during the summers of 1960, 1962 and 1965 (a fourth effort was organized in 1971). The establishment of the statewide Maine Citizens for Historic Preservation (now Maine Preservation) in 1971 was successful in forging links between and providing a forum for preservation groups from throughout the state. In addition, Maine Citizens was instrumental in the creation of the Maine Historic Preservation Commission, which was charged with carrying out the provisions of the National Historic Preservation Act of 1966.

In addition to undertaking survey work, National Register preparation, and grant administration, early on the Commission acted to consolidate support for and further raise the awareness of preservation in Maine by emphasizing public education. In 1978 a full time archaeologist was hired by the Commission to administer the archaeological provisions set forth in the Act.

The boom years of the 1980s in Maine prompted state legislation that required each town to prepare a comprehensive plan, of which historic preservation planning was one of the ten stated goals. Towns perceived to be most threatened by development were mandated to prepare their plans first and were assisted financially by state grants. This mandatory requirement became voluntary in 1992 in the wake of budget reductions. The Commission's involvement in the preparation of comprehensive town plans continues to include the development of preservation objectives and suggestions for their implementation.

Preservation issues in Maine continue to change as awareness of cultural resources broadens. The recognition of traditional rural landscapes as intrinsic to Maine's heritage resource base has resulted in a number of recent initiatives aimed at preserving historic village centers, farmlands, open areas, woodlands, and scenic vistas. Increasingly, Maine's 20<sup>th</sup> century resources including residential, Cold War military installations, and commercial roadside architecture are being identified, assessed, and protected.

Private/public partnerships like Friends of Fort Knox, Friends of Evergreen Cemetery, Friends of the Blaine House, Friends of Colonial Pemaquid, Friends of Fort Edgecomb, and Friends of Acadia are examples of diverse local preservation efforts taking place throughout the state. Given the recent decrease in public funding, such organizations will play a vital role in the preservation of select historic properties for the foreseeable future. The growing number and stature of such organizations present many exciting opportunities to further Maine's historic preservation efforts in the future. The Commission plans to continue its commitment to providing guidance for the management of historic and archaeological resources throughout the state.



## Appendix B: Survey Questionnaire and Results

Input from the public was obtained using Survey Monkey, notification of which was made through the distribution lists of several preservation partners, legal advertisements and the Commission's website. The survey elicited 232 responses from the public. It contained the following questions:

1. Which **one** of the following best characterizes your involvement in historic preservation?

- ☐ Historic property owner (building or archaeological site)
- ☐ Member of an historic preservation organization or historical society
- ☐ Municipal historic preservation commission
- ☐ Municipal or county government elected official or staff
- ☐ Regional planning council
- ☐ Native American nation/tribal staff member
- ☐ State or federal agency staff
- ☐ Educator or student
- ☐ Downtown revitalization program
- ☐ Professional (i.e. architect, planner, preservation or environmental consultant, archaeologist)
- ☐ For-profit development company
- ☐ General interest
- ☐ Other \_\_\_\_\_

2. What are the most important issues affecting the preservation of historic and archaeological resources in your community or across the state?

- ☐ Lack of knowledge about the benefits of historic preservation
- ☐ Lack of awareness about the historic properties in any given community
- ☐ Lack of protection mechanisms through local land use ordinances
- ☐ Inadequate funding to support historic preservation activities
- ☐ Insufficient incentives to foster the preservation of historic properties
- ☐ New commercial, residential or industrial development
- ☐ Insensitive alteration or reuse of historic properties
- ☐ Abandonment of historic buildings and landscapes
- ☐ Looting of known archaeological sites
- ☐ No particular issues at this time
- ☐ Other \_\_\_\_\_

3. In the past decade, public funding for preservation grants to preserve historic and archaeological resources owned by non-profit organizations or municipalities has, from time to time, been available from voter approved bonds to support the Maine State Cultural Affairs Council's New Century Community Program.

Are you aware of this program? (Yes\_\_No\_\_)

Do you support on-going public funding for the program? (Yes\_\_No\_\_)

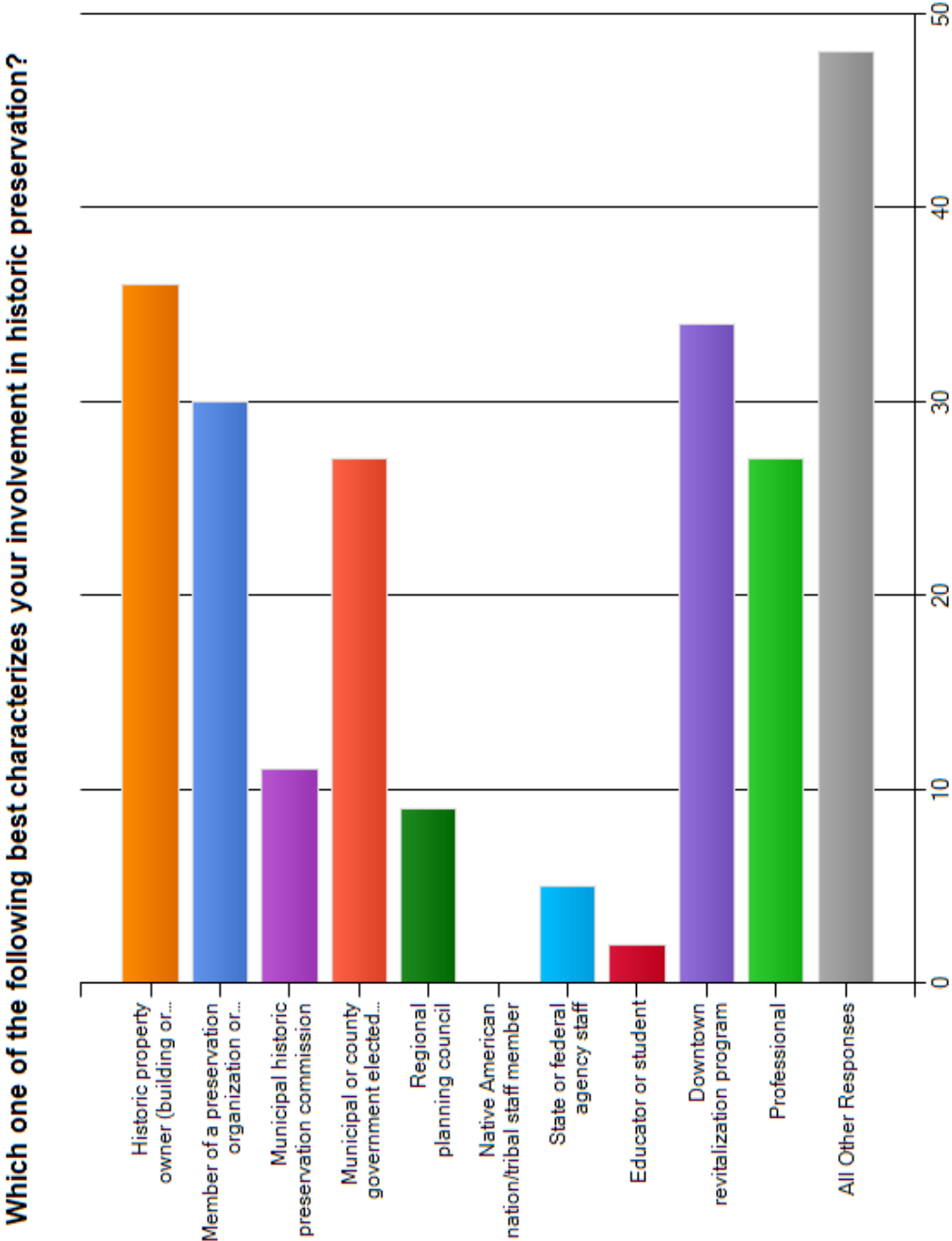
If so, do you think that the program should be funded through regular Legislative appropriations, bonds or a combination of both? (General Fund Appropriations\_\_Bonds\_\_Both\_\_)

4. What historic preservation issues should the Commission take into consideration when setting its planning priorities for the next five years?
5. What additional information would you like to be able to access from the Commission's website?
6. Would you like to review and comment on the draft comprehensive plan when it becomes available later this year? If so, please provide us with your name and address:  
Name:  
Address:
7. If you wish, please list recent preservation success stories in your community.
8. Additional comments?

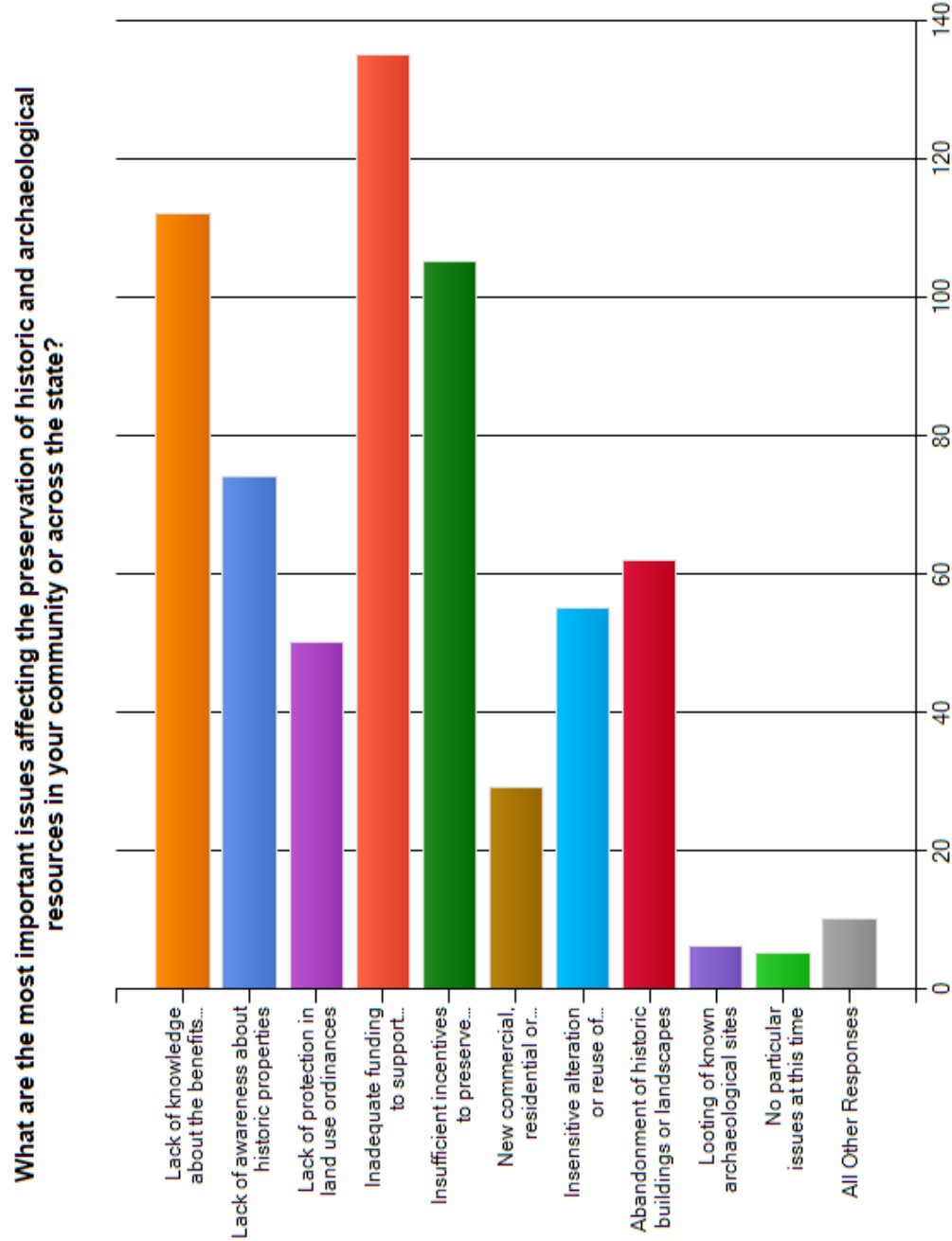
### **Survey Results**

The following charts are derived from the responses to the first three questions, and summaries of the responses to questions 4, 5, 7, and 8 are also included here. Eighty-eight respondents requested an opportunity to review the draft plan, five of whom replied with additional comments on it.

Question 1 Chart.

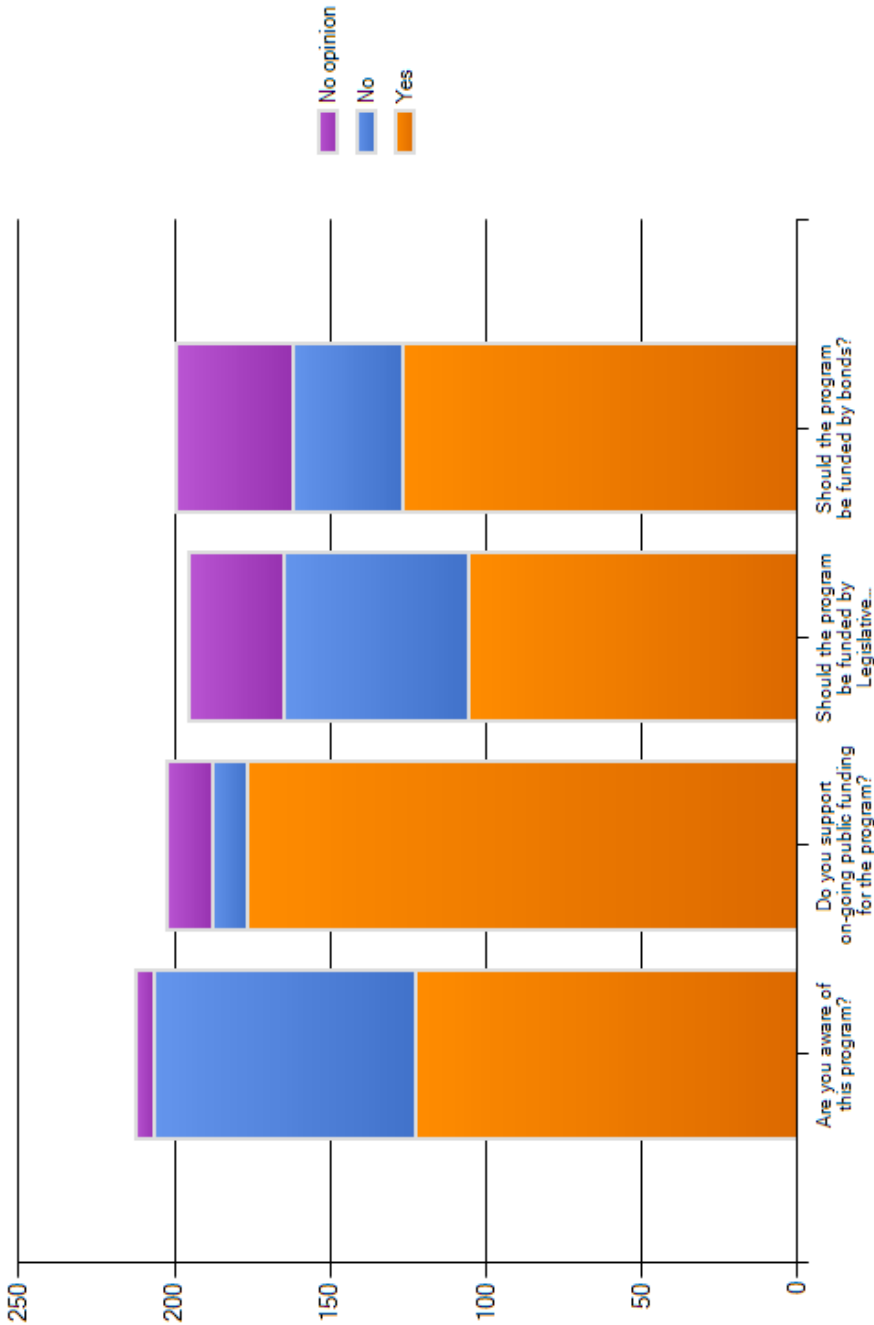


Question 2 Chart.



Question 3 Chart.

In the past decade, public funding for grants to preserve historic and archaeological resources owned by non-profit organizations or municipalities has, from time to time, been available from voter approved bonds to support the Maine State Cultural Affairs Council's New Century Community Program.



*Question 4: “What historic preservation issues should the Commission take into consideration when setting its planning priorities for the next five years?”*

The responses to Question 4 were varied, although many of them reinforced the issues identified in Question 3. There is a great interest in further educational programs and workshops about historic preservation and historic architecture, as well as identifying financial resources to assist property owners in caring for their historic properties – regardless of whether they are income producing or not. At least one comment spoke to the difficulty and frustration that many owners of historic buildings encounter in meeting preservation standards and life-safety codes during rehabilitation projects. Respondents identified the need for the Commission to focus the delivery of technical assistance and information to municipal officials, particularly as it relates to protecting properties through local zoning.

*Question 5: “What additional information would you like to be able to access from the Commission’s website?”*

Question 5 produced a number of ideas for expanding the information available on the Commission’s website, including access to GIS keyed maps showing the location of National Register listed properties, preservation success stories, resources for education about historic preservation, and more about grants and tax credits.

*Question 7: “If you wish, please list recent preservation success stories in your community.”*

The responses to Question 7 demonstrate that there have been preservation success stories all over the state, including one community’s approval of a demolition delay ordinance, the listing of a variety of properties in the National Register, the acquisition of threatened and endangered properties by organizations and individuals for the purpose of preserving them, the success of the state and federal rehabilitation tax credit program, and the success and expansion of the Main Street Maine program.

*Question 8: “Additional comments?”*

Many of the responses to Question 8 reiterated the issues raised in other areas of the survey. One respondent expressed the frustration of seeing municipalities provide incentives for new construction, while there are over a million square feet (in one community) of unoccupied historic building space in the downtown area. Another mentioned the importance of establishing educational partnerships with schools. A number of respondents thanked the Commission for the work it is doing given its limited resources, and for the opportunity to provide input on the Plan.

The short and long term goals that are contained in this plan address many of the concerns expressed by the public.